EVALUATION OF QUALITY LEADERS PROJECT (YOUTH) INITIATIVE

FINAL REPORT

Jane Pitcher and Mary Eastwood-Krah

December 2007

Contact details:

Jane Pitcher
Independent research consultant
PO Box 4752
Coventry
CV6 9EX

Tel: 07944 970151

E-mail: jepitcher@btinternet.com

ACKNOWLEDGEMENTS

CONTENTS

EXECUTIVE SUMMARY

Background

The QLP-Y project aims to address social exclusion of young people from libraries and other services, through developing innovative services responsive to young people's needs which create opportunities for them to participate in society and to develop their creativity, reading and life skills. The QLP-Y project was led by a Project Group based at London Metropolitan University, with four participating authorities: Barnet, Haringey, Lincolnshire and Portsmouth. Each authority had one or two Quality Leaders (QLs), mainly based within Library Services (with one in Youth Services). QLs were supported by a Mentor who met with them regularly and had a role of guidance and support; and also a Sponsor who facilitated the project at a strategic level. There is significant diversity across the four areas, which has influenced the delivery of QLP-Y. The QLs worked with partner agencies to deliver activities, based on consultations with young people, which included:

In Barnet:
- a film/DVD project, involving young people on a steering group who continued to work with the QL for the remainder of the project;
- a Playstation competition, which arose from suggestions in earlier workshops;
- a set of workshops on a music and dance theme.

In Haringey:
- Creative writing workshops;
- A photography project, followed up by some digital workshops;
- Web design workshops;
- Art and creative writing workshops around the theme of slavery.

In Lincolnshire:
- Involvement of young people in designing and stocking a new library;
- Workshops to design and develop a newsletter, involving graphic design, IT and print layout;
- A reading group for young people at risk of exclusion from school (developed in conjunction with other activities taking place).

In Portsmouth:
- An arts project, an ICT project and summer activities to start the project;
- A magazine engaging a group of hard to reach young people;
- Martial arts workshops within the library;
- Development of a website for young people.

Expectations of the project

The most important aspect of QLP-Y was seen by respondents to be the engagement of young people in libraries and helping to address social exclusion,

through shaping services that would appeal to them and involving them in service planning. Starting to bring about organisational change and the development of QLs were also important components. In the initial stages of the project there were high expectations of outcomes and although there were various challenges, activities were developing well in most authorities in the later stages.

Project management, structures and processes

Some respondents felt the purpose and processes of the project might have been clearer. Respondents in some areas felt sometimes project requirements were over-prescriptive and not sufficiently responsive to local needs. Although most projects arranged activities that fit into the workshop format originally envisaged, one project found this more challenging. While some QLs found the amount of paperwork demanding and the instructions somewhat confusing, others found the approval procedures less problematic. Most participants had commented on the large volume of paperwork sent out in the early stages of the project. This was reduced in response to concerns, although some felt there was scope for further streamlining.

There was some concern that initiatives could take several weeks to approve, which could delay activities, particularly when there were substantial bureaucratic barriers locally. Some QLs had approached the Project Group directly to obtain an in-principle approval of new initiatives, but it appears that not everyone was aware of this option. While the Project Group were concerned that there would be some risk involved in allocating funding to authorities at the start, some QLs suggested local staff might have greater autonomy over management of their projects. The Project Group felt at times that authorities were not taking ownership of the project as fully as they might, so there was a need to remind them periodically of their agreed role.

One of the most valuable aspects of support for QLs was face-to-face contact with members of the Project Group, which enabled staff locally to ask questions about procedures, outline project processes and challenges and ensure that their project was on track. The opportunities for networking with other Quality Leaders were also valued, as they enabled them to exchange ideas and discuss problems encountered.

Various learning mechanisms were offered, but only some were taken up by QLs. This partly related to lack of time to engage with paperwork outside the quite demanding requirements of QLP-Y and also because some people felt that there had not been sufficient guidance beyond the initial introduction of these mechanisms. Some forms were felt to be somewhat repetitive. The Project Group stated that they had invited participation in design of these, but there had been little response.

The Project Group also organised development days for the QLs. The most valuable aspect of these for the QLs was the opportunity to spend time with their counterparts from the other authorities and exchange information and ideas. There was some feeling in the earlier development days there was too much emphasis on

information-giving from the central team and too little opportunity for QLs to network with each other. In response to these concerns, the organisation of the development days has become more participatory, with the QLs having more of an input.

The QLP-Y project was seen to make some contribution, albeit relatively small, to implementation of the national policy agenda at a local level. There was acknowledgement that there is likely to be some resistance to the modernisation agenda, which presents a challenge to projects such as QLP-Y.

The management of projects locally was partly tailored to local need and structures and also the direction of the organisation. Thus in some authorities, QLP-Y was more integrated in decision-making processes, whereas in others this required further work. The external impetus of having an outside organisation monitoring progress was seen by some to help in pushing the project forward locally. The QLs took the lead on the project locally, with support from Mentors and Sponsors. Regular meetings took place, in some authorities more frequently than in others. The local teams also involved other staff within the library service.

Work with young people

QLs used a range of mechanisms for contacting young people. Workshops and initiatives were initially based on ideas generated through the consultations and subsequently in response to suggestions from participants. As initiatives developed, young people became more involved in project planning and in two authorities were represented on a steering group. In one area, a core group of young people was involved at all stages of the project. Some young people had an input into the design of their library space, contributing to the plans for the library's refurbishment. Others were consulted on what should be in stock, from reading materials to computer games and equipment.

All project participants interviewed liked the activities on offer. The most positive responses related to initiatives where young people had been centrally involved in planning and shaping activities.

Impact of the project

The QLs had benefited from the opportunity to generate new ideas and their personal development included the confidence to act as advocate for young people's services. Some had developed particular skills as a result of participating in QLP-Y, including communication, networking, financial management, leadership and organisational skills. One of the main impacts was to raise the profile of the work QLs are doing with young people and recognition of the different style of working.

Young people were seen to have developed skills as a result of QLP-Y. For example, most had improved their IT skills, some had improved reading ability and developed a greater interest in books. Some had developed their writing skills. The

core group of young people involved in developing a film and designing activities had also learnt organisational and leadership skills. Some young people were able to explore themes and express emotions through arts and had developed social and presentational skills. One of the major achievements of QLP-Y was helping participants to feel more comfortable within libraries and to see libraries as 'fun' places and community spaces, rather than according to traditional negative stereotypes.

One key impact is that library staff are starting to consider services that better reflect young people's needs. The slow pace of change and financial constraints mean this development is relatively localised and incremental, but there have been visible changes. QLP-Y is seen to have started to raise the profile of work with young people in libraries and to be integrated within local decision making in some areas. Involving young people in decision-making will ensure that provision continues to be what young people want. The QLs felt the project had increased use of libraries by young people and drawn in some who had not been members. All respondents felt partnership working had developed as a result of QLP-Y. There was general agreement that the project had provided added value, through giving an impetus to try out new initiatives and approaches, with a small amount of additional funding.

Challenges

One of the main challenges, particularly in the early stages, was ensuring that adequate time was available. This was addressed in different ways, including involving others in the organisation, ensuring that QLP-Y work was timetabled and writing QLP-Y into local business plans. The issue of time became less of a problem in the later stages. One challenge was that backfilling for other duties was not always put in place locally and this could create additional time pressures.

There were some challenges encountered in accessing certain groups of young people. For example, while some authorities were successful in engaging refugee and asylum seeker young people, others found this problematic, particularly if they had not succeeded in developing links with organisations working with these communities. There were also problems engaging some groups of young people who had priorities of greater importance to them. Projects were working to address gaps in provision. In some cases, there were problems of falling attendance, which is to be expected with young people who have not traditionally been engaged with services. Although sometimes the numbers engaging with the project appeared to be relatively small, even these were significant given the context and it is important to recognise the project's achievement despite the significant barriers.

There were also considerable organisational barriers, including bureaucratic obstacles within authorities, which were sometimes compounded by additional processes within the coordinating institution. Within the authorities, one of the main obstacles to progress was the inability of internal IT systems to cope with the latest software required and also to facilitate internet access. Local organisational and

other challenges to delivery also meant that more support appeared to be required from the Project Group than had originally been envisaged.

Future directions

Most authorities wished to mainstream at least some activities and would continue to use the equipment purchased through QLP-Y with further groups of young people. Ideally, activities would be rolled out in other parts of the authority, possibly involving a wider range of people in delivery. Some activities were seen as more sustainable than others, with cost being a major factor. Some authorities were exploring possible funding opportunities. Partnership was also important to sustain activities.

Learning from the QLP-Y initiative and recommendations for future practice

It is clear that while there have been many challenges in implementing the QLP-Y project, there have also been many achievements to celebrate, particularly the benefits to young people participating in the project, the small but visible changes to the library services hosting the project and the valuable experience and sense of satisfaction gained by the staff running the project in each area.

The main lessons for the future are:

- It is recommended that there be a review of the aims and processes for subsequent stages of the project, to ensure that they are as clearly set out as possible, with all partners signing up to these and understanding their respective responsibilities and roles. These should be reviewed periodically, to ensure that the aims are being met or that barriers to progress are being taken into account and where possible addressed;

- While there were differing notions of what the central role of the management group should be, it is felt that the optimum approach should be a 'light touch' management style, with clearly designated roles for members of the group. Participating authorities also need to take greater ownership of the project and thus the conditions for participation should be as explicit as possible and agreed from the outset;

- It is important that projects are as flexible as possible to the area context, consider what young people locally want, take into account existing local provision, what is feasible and what can be delivered effectively, within a broad set of parameters that can be measured according to agreed outputs and outcomes;

- For future programmes it would be helpful to be clear about whether a particular level of expertise is required for QLs to gain the maximum development from participation in the programme and if so, how this should be measured;

- It is clear that the 'learning' mechanisms put in place were not taken up extensively by participants. It is suggested that further scrutiny needs to be given to these processes, to ensure that staff both centrally and locally are obtaining the maximum benefit from them;

- It is recommended that systems for drawing down funding for local initiatives should be as straightforward and transparent as possible, so that delays are kept to a minimum and local projects have a greater degree of autonomy over the management of their project budgets. There is also an onus on project staff to be clear about what is proposed and how they intend to deliver and review activities. They may need additional guidance and support from the central coordination team in drawing up proposals and other paperwork;

- Locally, there is the importance of sustaining momentum and not losing young people who have already become engaged and this remains a major challenge for participating authorities. There is certainly scope for widening out the initiatives – for example, approaching more young people, especially the communities seen as harder to reach, but it is also important that existing provision through the QLP-Y project becomes embedded in cultures and service delivery;

- While young people had become involved in project delivery and planning in some areas, and this was reflected in their positive views of the project, there is scope for further integration of young people in processes, to enable them to take greater ownership of initiatives and provision and to act as advocates for library services;

- While there have been some challenges encountered during the development of the QLP-Y project, there has been an active dialogue between the Project Group and staff in the participating authorities and the project has evolved in response to discussions and reflections on some of the processes. Prior to further development of the QLP-Y project, however, it is suggested that it would be timely and beneficial to set up a workshop to discuss the mechanisms and processes in place, the roles and responsibilities of staff both centrally and locally and the current challenges to project delivery; and to reflect on how improvements might be made to the mutual advantage of participants at all levels.

1 Context

1.1 Background to the project

There has been a declining use of public libraries over recent years, particularly by young people. The QLP-Y project is designed to address social exclusion of young people from libraries and other services, through developing partnership between library services, youth services and community groups. The project was designed in the context of a number of pieces of Government policy concerning the development of library services to meet the needs of diverse groups in society; and improvement of provision more generally for young people. The key messages from these are set out below.

Framework for the Future provides a long-term strategic vision for the public library service, focusing in particular on the role of libraries in developing "reading and learning, digital skills and services, community cohesion and civic values" (Dept for Culture, Media and Sport, 2003). It emphasises the vital role that libraries can play in ensuring that everyone in society, particularly those groups who are likely to be most disadvantaged, has access to resources. It stresses that three areas of activity in particular should be at the centre of libraries' mission:

- The promotion of reading and informal learning;
- Access to digital skills and services including e-government; and
- Measures to tackle social exclusion, build community identity and develop citizenship.

Fulfilling their Potential: a National Development Programme for Young People and Libraries (Reading Agency, 2004) develops some of the themes from *Framework for the Future* and outlines a co-ordinated approach to developing services and a strategy to redefine libraries' relationships with young people aged 11-19. The report proposes development of a programme encouraging libraries "to be more responsive to young people's needs in designing services and more dynamic in delivering and marketing them" (p. 3). It sees libraries as developing into important spaces for young people in the community, not only for provision of information and reading activities, but also enabling participation in the wider community and the democratic process.

The Green Paper *Youth Matters* (2005) and the subsequent *Youth Matters: next steps* (2006) place emphasis on the need for a radical reshaping of provision for young people in order to reduce the gap between those who are most disadvantaged and the more privileged in society. Youth Matters outlines a commitment to empowerment of young people, supporting them to make choices and influence the design and delivery of local services and opening up opportunities for them to become actively engaged in their communities. It stresses the "responsibility of all

local authorities to look closely at the diversity of their young people and to engage actively with them in providing a range of services that cater for the needs of all – and to support them in exercising choice and influence over the activities and services available to them" (DfES, 2006) The implementation plan sets out key areas of provision that should be in place by April 2008, including information, advice and guidance, positive activities and integrated targeted support.

Aiming high for young people, the Government's recent ten-year strategy for young people (HM Treasury/DCSF, 2007) sets out some key commitments for improving access to opportunities for young people, particularly in relation to:

- Encouraging a more positive approach to young people in society;
- Giving young people, parents and the wider community the opportunity to have a greater influence on services; and
- Increasing young people's participation in high quality positive activities.

The three main themes for reform are: empowerment, access and quality. The report comments on the current lack of appropriate public provision for young people, for example within sports facilities and public libraries, based on factors such as inconvenient opening times, facilities being unwelcoming and sometimes too far away from public transport links.

The Quality Leaders Project (Youth) should also be seen in the context of other initiatives currently taking place in libraries, such as Welcome to your Library (WTYL), a pilot project funded by the Paul Hamlyn Foundation, which was set up in five London boroughs to develop activities and approaches to increase the accessibility and engagement of asylum seekers and refugees in public library services. The evaluation of this initiative (Advice Development Project, 2004) contained some important recommendations, including the need to mainstream the good practice from the project (such as greater consideration of user needs, sharing insights into barriers to joining and extending learning and development programmes to all library staff), giving greater consideration to user involvement and ensuring that stock purchase reflects a diversity of interests and needs.

1.2   Introduction to QLP-Y Project

The Quality Leaders Project –Youth (QLP-Y), funded by the Paul Hamlyn Foundation, is an extension of a previous initiative, the Quality Leaders Project, developed by the London Borough of Merton in partnership with the Management Research Centre of the London Metropolitan University, which aimed to combat social exclusion within the public library and information services sectors. Its aim is to create opportunities for young people to participate in society and to develop their creativity, reading and life skills, through developing staff skills and innovative services responsive to the needs of young people. A key aspect of QLP-Y is the involvement of young people from a range of backgrounds in the shaping of service provision, including initiatives to reach young people such as refugees and asylum

seekers whose needs have not been met fully in the past.

The stated aims of the QLP-Y project[1] are:

- To refocus public library service so that services to young people are mainstreamed in accordance with the real needs of young people;
- To provide new skills to library workers so that they can develop and deliver new and innovative services needed by young people;
- Develop, plan and implement new services for young people in partnership with the youth themselves, and with other stakeholders, thereby empowering service users;
- To increase social cohesion by encouraging inter-generational work and by encouraging different communities to work together.

The main outcomes of the QLP-Y project are intended to be:

1. An innovative model of providing services to young people in a partnership approach which empowers young people;
2. Staff development: the development of new skills and expertise by Quality Leaders and Quality teams from participating authorities;
3. Service development/improvement: new services to meet new or unmet needs of young people, especially from excluded communities and potential users who may not have been reached by their authorities;
4. User development: the development of the skills and opportunities of the direct recipients of the services developed through the project, as well as community development in terms of the increased understanding/education provided to the wider community;
5. The Project will reach out to potential users who have not yet been reached by libraries, thereby contributing to greater social cohesion;
6. The development of a QLP Training Manual for use by other public service providers in the development of new QLP projects;
7. Establishing a link between Best Value performance processes and social exclusion performance targets within the participating organisations and at the same time meet relevant requirements of the Equality Standards and EU legislation on equalities;
8. A new partnership approach bringing together various organisations currently working in isolation.

In the original project plan, the intention was that staff from participating authorities would be 'seconded' onto the scheme, whilst remaining in their own organisations and engaging initially in a six month full- or part-time programme of work-based learning run by the Management Research Centre of the London Metropolitan University. "During this period, the learners develop a range of leadership and managerial skills and, at the end of the project, devise a service development

---

[1] Project proposal, January 2003

proposal based upon original research into the needs of the local communities"[2]. Authorities were also to be encouraged to include members from partner organisations (including Council departments, volunteer groups and community members) in their development teams. The six month development phase was then to be followed by a two-year implementation phase, developed by a local team (a Quality Leader, supported by a Mentor and a Sponsor in each authority), which would include 'audience development workshops' and other activities to engage young people. The Management Centre at LMU would also provide support in the form of overall project management and the provision of action learning development days for Quality Leaders, Mentors and Sponsors in the participating authorities.

The QLP-Y project was originally scheduled to commence in September 2004, following the recruitment of six authorities which had expressed interest and had been selected on the basis of the following criteria:

- A demonstrable interest in youth work;
- An agreement to actively mentor and support the Quality Leader by a senior manager;
- An interest and a commitment to the QLP approach to staff, service and user development;
- A national (i.e. not an exclusively London-based) sample; and
- Authorities who have demonstrated an active commitment to improve services to their diverse populations[3].

A number of factors led to delays in starting the project, including the withdrawal of some of the participating authorities, staff changes in some of the remaining authorities, delays in recruitment of staff to support the project centrally and staff illness.

The QLP-Y project commenced officially in October 2005 and has four participating authorities: Portsmouth, Lincolnshire and the London Boroughs of Barnet and Haringey. Some of the participating authorities did not formally start their projects until 2006.

2   Introduction to the evaluation

The aim of the evaluation of the QLP-Y project was to evaluate the success of the project, by assessing its impact on innovation within the participating authorities and improvement of the services these authorities offer to young people.

The impact of the project was assessed at the following levels:

---

[2] Ibid.

[3] Op cit.

- *Operational*: relating to how each project has developed its own model of delivering the Quality Leaders Project;
- *Organisational*: concerning how the project functions in the context of the wider organisations and organisational issues;
- *National policy context*: relating to how the learning from the project can be seen in an overarching and broader context.

An important component of the evaluation was to pay close attention to issues concerning process and project implementation. The evaluation aimed to assess the changes that follow particular interventions, but also to identify the mechanisms and processes that are responsible for bringing about certain outcomes in particular contexts, in order to inform an assessment of the achievements and barriers to development of the QLP-Y initiative as a whole.

The evaluators worked in a collaborative way with project staff centrally and in the four participating sites and in a consultative way with young people.

3   Evaluation methods

The evaluation measured the impact of the Quality Leaders Project (Youth) Initiative for stakeholders, including participating staff in libraries, youth workers and young people. It aimed to summarise and inform the ongoing process of planning, development and implementation of the project. The main stages of the evaluation were:

- Initial discussions and scoping with the Steering Group, to discuss their perceptions of the project, the scope of the evaluation and indicators to measure project outcomes;

- Production of an initial report outlining the approach to evaluation;

- Initial interviews and discussions with key contacts at each of the four sites, in order to undertake an audit of activity locally, explore project operation and discuss potential monitoring indicators; and to discuss mechanisms for involvement of project participants in the evaluation;

- Continued contact and follow-up with Quality Leaders in each site, in order to obtain updates on progress and details of any problems encountered; and to collect and discuss monitoring and other project data;

- Some observation of project activities, such as workshops and events;

- Attendance at selected Steering Group and Project Group meetings;

- Feedback from young people, to gather their views on the effectiveness of the

- Follow-up interviews with Quality Leaders to focus reflection on the various challenges and issues raised by the work in ways that help to identify effective and critical practice and explore future directions for the project; and

- Dissemination to the Steering Group and Project Group, including updates on progress and presentations to the Steering Group of the findings in the interim and final reports.

The evaluation commenced in August 2006, with a meeting between the evaluators and members of the QLP-Y Project Group at LMU, to discuss the scope of the evaluation, the questions to be considered, data collection mechanisms and potential outcomes for the project. This meeting was followed by production of a report outlining in further depth the approach to the evaluation, confidentiality issues and timetable for activities. The evaluators then attended a meeting of the QLP-Y Steering Group in September 2006, to observe the meeting and discuss the evaluation framework. A telephone update on evaluation activities was provided in October 2006. A further meeting was held with members of the Project Group in December 2006 to discuss progress and issues arising from the early stages of the evaluation (which were presented in a short written update to the Project Group at the beginning of December).

Members of the evaluation team accompanied two members of the Project Group on visits to two of the field sites in September 2006, during which we observed and participated in meetings with Quality Leaders and Mentors and conducted separate semi-structured interviews with the Quality Leaders in each of the sites. Face-to-face interviews were subsequently undertaken with the Quality Leaders and Mentors in the other two participating sites, during November and December. Telephone or email contact was made with other staff who were not available to participate in face-to-face interviews during the initial visits and further telephone or face-to-face interviews took place during the later stages of the evaluation. Regular telephone or email contact was also maintained with Quality Leaders in order to obtain updates on activities and discuss any issues arising. An interim evaluation report was presented to the project steering group in March 2007 and brief updates were also sent every two months to the Project Group.

In addition to meetings and interviews with staff in the participating sites, a member of the evaluation team observed events with young people in three of the sites. Face-to-face interviews and/or focus groups were also undertaken with project participants in three of the sites in the later stages of the evaluation[4]. Data collection and fieldwork concluded at the end of October 2007.

---

[4] A more detailed outline of the evaluation methods and activities is set out in Appendix II.

4 Summary of project structure and activities

4.1 Project management centrally

4.1.1 Project management and administration

The project was managed by senior staff in the Department of Applied Social Sciences (DASS) and the Management Research Centre (MRC) at London Metropolitan University. There were four members of staff on the Project Group: the two senior managers, supported by a Lecturer in Youth Policy based in DASS and a Research Assistant in MRC (both recruited after the start of the project). The 4 members of the Project Group worked as a team, but each also had specific roles (for example, the Lecturer in Youth Policy[5] supported and worked with the authorities, the Research Assistant did administration, looked after the budget, produced minutes, corresponded with the Quality Leaders and oversaw monitoring and evaluation; and the other two members of the team worked in partnership to manage the project (although they also had additional teaching responsibilities) – one had only 25 hours in total for the QLP-Y project and the other had 100 hours for the project).

In the original application, a slightly different structure had been anticipated, with a youth co-ordinator and a youth worker in each authority, supported by a central project co-ordinator and administrator. During the course of the earlier stage of the project, one member of the Project Group, who had previously been based in a participating library, moved to London Metropolitan University. A combination of this change and the need to be realistic about the budget for the project meant that the management structure had to be changed to accommodate these factors.

The Lecturer in Youth Policy left the team in August 2007 and the Research Assistant also left in September 2007 as they were on fixed-term 2-year contracts.

4.1.2 Meetings, support, training and development

The Project Group at London Metropolitan University met regularly to discuss project progress and management issues. There was also a Steering Group, which met approximately every three months and consisted of a wider body of people, including external stakeholders such as the funder; members of the Project Group; and the Quality Leaders, Mentors and Sponsors in each of the four participating sites. Although some meetings were attended by a wider range of participants, attendance was primarily from members of the Project Group and the University. Minutes and a formal action plan were prepared after each meeting, which the Project Group found helpful for managing the project, as they were based on different sites.

---

[5] The post was upgraded to Lecturer level by additional funds from DASS to ensure the post was equivalent to other Lecturers at the University.

Although a series of visits to each site had not initially been scheduled, this aspect of the project was found particularly helpful by the Quality Leaders and thus members of the Project Group undertook three rounds of visits to each authority, speaking to Quality Leaders and where possible Mentors and Sponsors. In addition to the face-to-face meetings, Project Group members were also available to respond to queries and problems via email or telephone.

As part of the 'action learning' approach of the project, four development days were organised by the Project Group, where members of the Project Group outlined the aims and processes of the project and Quality Leaders discussed issues relating to their individual projects. Some visiting speakers also attended the development days. In addition to the four days organised by the Project Group, the Quality Leaders also organised a development day themselves, facilitated by one of the participating authorities.

Other learning mechanisms developed during the project included JISCMAIL, an electronic networking system to enable Quality Leaders to share their experiences and views. This was also used extensively for information provision and correspondence from the centre. A University website also provided a range of information and copies of relevant forms and briefings. In addition, the QLP website maintained by the Network on Tackling Social Exclusion during earlier strands of QLP was retained and updated with key documents, reports and publications.

A Personal Development Planning form (PDP) for Quality Leaders to complete (on an optional basis) was also introduced during the course of the project. Mentoring forms and guidance were also produced, although the main focus in these was on performance management.

At a later stage in the project, further development opportunities were encouraged, including the option for Quality Leaders of editing "QLP News" and support for writing articles for publication in professional journals. A Masters-level Module, with academic credit, entitled "Innovation and Development in Information Services" has also been developed in DASS and some Quality Leaders and other team members from three authorities are participating in this.

4.2   Overview of the four field sites

There were four participating authorities working with young people, each with one or more Quality Leaders (QL) based within Library Services (and in one case also in Youth Services), who worked directly with young people and developed projects designed to bring young people into libraries. The Quality Leaders were supported in each site by a Mentor who met with them regularly and a Sponsor at a senior level in the authority. The role of the mentor in the QLP-Y scheme is described as "to provide the first port of call for the QL within each home authority and to help

develop the QLs' skills. This is achieved through:

- Providing guidance, coaching and day-to-day support for the QL;
- Providing guidance on organizational systems and processes, managing people and teams and practical aspects of the project;
- Inspiring the QL through your own behaviour (Behavioural role-modelling);
- Helping the QL to find practical solutions to any problems which they face;
- Guidance on taking up issues with Sponsor and other senior Council officers" (Mentoring guidance form).

The four participating authorities were the London boroughs of Barnet and Haringey, Lincolnshire County Council and Portsmouth City Council. One of the sites withdrew from the project in September 2007, primarily because of organisational restructuring, having completed some QLP-Y activities. There is significant diversity across the four areas, in terms of the context in which the QLP-Y project is set (for example, the ethnic mix locally, whether the area is urban or rural, partnership development and organisational policies). Activities also reflected the wishes expressed by young people during the consultation processes and thus differed according to the local context. A discussion of the local context, activities undertaken and planned and the main successes and challenges encountered in each site is given below.

4.2.1 Barnet

4.2.1.1 Context/background

The Quality Leader is the Area Children and Youth Librarian, based in a library in the north of the borough, fairly close to an estate which is ethnically mixed, with many young people experiencing significant disadvantage. It is also one of the areas where asylum seekers are located. The library is based some 30 minutes walk from the estate and the location may be prohibitive for some young people who are reluctant to venture that far from the estate.

The Mentor, who is the Development Manager for Children and Education, is also based in the library service, but in a different location. She is not the line manager of the Quality Leader. The Mentor for this project started as the Quality Leader and when a restructuring took place in library services she identified another member of staff to take over as the Quality Leader. The project formally commenced in June 2006, following the reorganisation. For a while there was just the Quality Leader and the Mentor and in the later stages of the project a Sponsor became involved.

A steering group was established for the project, incorporating the Quality Leader, the Mentor and other staff from libraries and youth and connexions. A core group of young people are also involved in steering the project. Formally, the Mentor and Quality Leader meet approximately every 4-6 weeks and informally at least once per

week to discuss particular issues that arise.

The Youth and Connexions Service has become much more involved in the project following staff changes in the Spring of 2007. Regular joint activities now take place.

4.2.1.2 Activities

The Quality Leader undertook a number of promotion and consultation activities during the summer of 2006, including liaising with Youth and Connexions Services and participating in their positive activities for young people (aimed particularly at young people at risk of offending and disaffection), promoting the project through other libraries, handing out flyers, putting up posters in shops and council departments and liaising with a school, a children's home and youth centre in the area. A number of young people initially expressed interest and the Quality Leader rang all of them and sent them information.

The first project was production of a DVD, which involved 12 workshops to train a group of 12 young people in using filming equipment such as camcorders, editing equipment and music software. The workshops were all based at the library where the Quality Leader worked and because the sessions had to be run in the evenings it was problematic getting young people from outside the local area involved. The young people involved in the DVD (the 'directors') designed a set of questions for interviewing other young people to collect their views on library services and potential improvements. They were also given a brief about the interview targets, which included the number of young people they needed to speak to, the age range and ethnic and gender mix. Most of the core group of directors came from the local secondary school, but they interviewed a wider range of young people, including some of those who had initially expressed interest but who had not ultimately engaged with the workshops. Many of the young people they interviewed (40 in total) were non-library users. The DVD was launched in December 2006, with the directors presenting their findings on what young people wanted from libraries. Senior managers from the library and Youth and Connexions, councillors and parents were invited to the premiere, as were all the young people who had been interviewed. Approximately 30 people attended. Awards were given out for the directors and for the young people who took part in interviews. These were presented by the cabinet member for investment in learning and the cabinet member of the Children's Service. Each young person had their photo taken with a Cabinet member. Various suggestions emerged from the consultation, including changes to the decor in the teenage library area and changes to the stock (some of the changes being implemented are discussed below). A core group of young people who had taken part in this activity went on to help plan and deliver successive QLP-Y activities.

Three of the young directors of the film also presented this again at a library challenge strategy board, which included the head of service, someone from the

corporate performance unit and others at senior level from local companies and public sector agencies.

As a result of the suggestions emerging from the first set of workshops, the second project involved a Playstation competition (which had two elements: a FIFA and a dance mat competition) that was taken around to six libraries over the course of one week, particularly those in areas where there had been problems of anti-social behaviour with young people. The competition was attended by 136 young people, of whom around 70% were from black and minority ethnic communities and 70% were male. Young people helped with advertising the competition, choosing the games and equipment, setting up the games, and 'refereeing'. They designed red referee shirts for the competitions. There was then a grand final, with the young people involved in the final for each element being asked to participate in choosing new stock for the library. The Quality Leader also gathered evidence from the participants about what they felt of the library service and how it could be improved.

Following the Playstation competition, a further set of workshops was organised for a 'Liberation' project[6], on a music and dance theme attended by a smaller number of young people (44) but from a range of backgrounds. Young people were given access to Apple Macs to produce some tracks using Garage Band software with the support of a tutor. A rap and beat-box tutor came in to help young people develop their lyrics or poems and rap performances. A dance tutor supported young people in developing a dance routine to go with their music. The last of these workshops was a competition day where young people entered their dance routine, music composition or rap/poem to win prizes. Young people in the core group helped organise the event, selected the equipment needed, registered attendees and judged the competition.

4.2.1.3 Challenges encountered and how these have been addressed

Getting involvement from Youth and Connexions in the early stages was problematic, although by the time the workshops began a worker from the service was fully involved in the sessions and the planning process, as well as helping to distribute evaluation forms. The Quality Leader has continued to work closely with the Youth and Connexions worker in subsequent QLP-Y workshops.

Having sufficient time to do the work was also initially a challenge, although this has now been eased through involving other staff to ensure that the workload is spread and ensuring that QLP-Y activities are timetabled. Some of the workshops take place in the evening, when the library is closed, and it has thus been necessary to shift the Quality Leader's hours around. The Quality Leader's manager has been very flexible about this, but it can sometimes create problems for staff cover if

---

[6] It was decided by all the QLs that they would organise activities around the theme of Liberation, to mark the bicentenary of the Abolition of Slave Trade Act.

workshop dates have to be changed at short notice, for example if a workshop leader is unable to do the date for which they were scheduled because of other priorities. Ensuring that other services, for example trainers, deliver what they have promised can also pose problems. Nonetheless, the Mentor commented that *"it's worked. Everything that has had to happen has happened, and that's by involving lots of people and by the Quality Leader's hard work and commitment"*. As the profile of the QLP-Y work has increased, it has become easier for the Quality Leader to ensure that she gets the time to do the work.

Engaging young people from refugee and asylum seeker populations has also proved to be a challenge. There was an ethnic mix among the young people involved in making the DVD and also an ethnic mix among the young people interviewed as part of this project, but the core group of young people is predominantly white, although they are also mainly male, which is not the typical profile of traditional library users. It is felt that other services working with young people on the particular estate near the library where the first set of workshops took place have encountered similar challenges in recruiting a diverse mix of young people.

Project staff have made contact with groups working with asylum seeker and refugee young people and did have some interest expressed in activities, but in the end these young people did not participate. One response may be to approach the young people again to find out why they did not take part and try to work out a solution to attract a wider group.

4.2.1.4 Project achievements

Involvement in QLP-Y has allowed the Quality Leader to develop new skills, for example in dealing with a wider range of organisations and individuals in order to organise the project. Her leadership skills have also developed significantly and she has become experienced in project management, including the financial management side. The project has attained quite a high profile in the authority and is seen to have raised the profile of work with young people: *"This has become quite a high profile project and people are talking about it. And people weren't talking about things that were going on in libraries for young people before"*.

Although there have been challenges involving a wide range of ethnic groups in the core project group, there has been involvement from young people who were not traditionally library users and their library attendance has continued. It was observed that young people in the core group interacted well with young people from other backgrounds attending the project, and that their input in the planning was well-received. The evaluations from the first set of workshops indicated that participants enjoyed the activities and had changed their views of libraries. Many of them have also been engaged with other activities, including contributing to newsletters and being involved in voluntary sessions with the Youth and Connexions worker. The

Quality Leader also observed that the participants had developed during the project and were proud of their achievements, particularly when presenting the DVD and receiving their certificates. They have also reported that they have felt "listened to" at meetings with senior representatives from the libraries and other partners.

As a result of participating in the workshops and the DVD, most of the participants also received a Duke of Edinburgh bronze award skills module, organised through Youth and Connexions. Participants, particularly those who have continued with the core group, have also developed in a range of areas, including IT and other technical skills, organisational skills, being involved in design of publicity and elements of the workshops. The Quality Leader observed that *"their confidence has grown enormously"*.

The other major achievement of the QLP-Y initiative is that young people have started to see libraries as places where they can do activities that are fun and have thus started coming in more. Staff who have been involved in the projects with them have also been seen as very different from the "traditional" librarian who tells them to be quiet and not cause problems. As other library staff have become accustomed to the young people being in the library involved in different activities without causing trouble, their attitude and behaviour towards them has become more positive.

The views of young people from the respective workshops will also be taken forward as an important element of future library policy. Some of the suggestions have already been taken up, for example getting Playstation version 3 (the latest version) in some of the libraries, which have proved to be a "real draw" for young people.

4.2.1.5 Future activities planned

It is hoped that further staff can get involved in future activities with young people, which will continue to change the culture and improve services within the libraries. Six libraries in the area are going to be modernised, including fitting them with self-service and Wi Fi and during this time, the intention is that members of the young people's core group will come in and do some training sessions with the staff on what it is like to be a young person, how they would like to be treated in the library and what services they want. The young people also said they wanted a listening post for music, talking books etc. The head of service agreed to fund equipment in two libraries and these are now operational.

Further projects in response to young people's requests include a drama event, DJ workshops and considering how to use equipment purchased as a result of the QLP-Y initiative in future project work with young people.

4.2.2 Haringey

4.2.2.1 Context/background

Haringey has two Quality Leaders, both based in library services, supported by a Mentor and a Sponsor, who are both senior managers in the authority. One Quality Leader is the Senior Children's Librarian and one is the Social Inclusion Librarian. They work in the same library but had not previously worked together. Mid-way through the project they moved from the library where they had been based to another library in the borough, where they are co-located with the Mentor and Sponsor. They were not involved in the first phase of the QLP-Y project, but joined QLP-Y in mid-2005. The two Quality Leaders work closely together on QLP-Y and split the time between them, meeting regularly to discuss the project. Meetings also take place with the Mentor, usually every two to three weeks, but sometimes more frequently, particularly when there are issues that need discussion.

The Quality Leaders have worked with Youth and Connexions on specific activities. They also work in partnership with other organisations: mainly organisations working with young people, but also one working specifically with asylum seeker young people. They have also had a lot of support from their Sponsor, who is very keen to see activities with young people in the library.

There are significant pockets of deprivation within the borough and a broad ethnic mix, including established communities such as Kurdish, Cypriot and African-Caribbean communities, but also relatively new entrants from Eastern European countries, Somalia and other African countries.

The project does not have young people on its steering group, but the Quality Leaders consult project participants regularly, including through the use of feedback forms.

4.2.2.2 Activities

In 2005 a survey was undertaken of young people in four library areas and through youth centres in parts of the borough where the QLs knew there was a large concentration of refugees, asylum seekers, black and minority ethnic young people and those from more deprived backgrounds. The Quality Leaders went to talk to staff in the centres before the survey was undertaken. The aim was to reach as many young people in these areas as possible. The survey went out to around 100 young people and there was a high response rate as the young people completed the questionnaire while they were in one of the sites. The main ideas that the young people came up with were creative writing, IT and internet, drama, creative dance and other arts activities. The activities that were arranged were publicised in all youth centres, libraries and schools and amongst other contacts developed during

the course of the project. Activities initially took place in the library where the Quality Leaders were first based, but after they were re-located the workshops took place in their new location, where the space available is much better than at the previous library. The young people find this a good location to get to: transport links are quite good in this authority and the majority of project participants still come from the parts of the borough which were originally targeted by the Quality Leaders.

Initial workshops undertaken included creative writing workshops and a Carnival photography project, which was followed up some time later by four digital workshops, held in March 2007, with some of the young people who had been involved in the first workshop, but also widening it out to others. Around 8 young people attended these workshops. Attendees have come from different backgrounds, including young people from Russia, Somalia and other African countries. Young people attending the first workshop were mainly drawn from partner organisations working with young people. There was a core group of around 15 young people in the creative writing workshop, but the number attending sometimes rose to nearly 20.

A drama workshop had also been planned, but after discussion with a member of the central QLP-Y Project Group it was decided to extend the web design workshops that had been planned and took place from May 2007, as it was felt that more people would benefit from these. These have now taken place and have proved very popular. There are four laptops, purchased as part of the QLP-Y project, which means that only 8 young people can use them at any one time (with 2 working together on each laptop). Workshops have covered topics such as how to set up a basic web page, taking photographs to put on the page, doing text and links. The young people were supported in creating a website "all about themselves", their interests, beliefs, aspirations, role models, travels, etc. The completed sites were showcased via a link on the 1319.org.uk website.

The Quality Leaders also organised activities for their local Liberation project. There were two different sets of workshops, both linked with the theme of slavery. One set of workshops was with an artist, where young people were told about slavery, given some basic information about what slavery involved and asked to convey their feelings about slavery using images and drawings. The other workshop was creative writing, with a Black historian who specialises in the history of London, particularly of Black people in London. The workshop involved a talk about an African academy in South London in the 1800s and role play with the young people, including writing a letter to their family back in Africa to talk about their lives in the academy, and playacting around bullying. At the end of the workshops, a celebration was organised, which included an exhibition to show the paintings and writing the young people had created. The youth librarian put up a creative display of different aspects of the young peoples' work, all suspended from floating balloons. The event was attended by the Mayor of Haringey who handed them certificates, answered questions that the young people had prepared, and congratulated them and the Quality Leaders on their achievements.

The age range of young people attended has been predominantly up to 18 or 19, but also including a body of young people in the younger age groups. There have also been some older young people attending some of the activities, particularly at the weekends.

4.2.2.3 Challenges encountered

Initially getting the full time required to deliver activities was an issue for the Quality Leaders; also finding out what was expected of them and what support they could draw on. Rather than devoting whole days at a time to QLP-Y, the Quality Leaders have created space at particular times to complete the work and have also ensured that QLP-Y work is timetabled. A reorganisation took place earlier in the year, but with support from the Sponsor the Quality Leaders succeeded in keeping the QLP-Y project going during that period, despite the disruption it caused.

Partnership working has also been challenging at times, particularly when working with agencies/individuals with different agendas. Staff changes in Youth Services also led to the need to develop new contacts to help run workshops and develop links with young people. At one point, problems with staff from partner agencies withdrawing at short notice caused delays for some workshops. For example, the tutor who had been going to deliver the digital photography workshops was not able to do this and the Quality Leaders had to find someone else. They found an alternative tutor from Haringey Adult Learning Services, who is also accredited by the Council, but having to find another tutor and then arrange mutually convenient dates caused considerable delays for this project.

The Quality Leaders also encountered problems with attendance in the early stages, for example when a particular religious festival was taking place and they had not been informed by the partner organisation. In response, they have since ensured that they chase up participating organisations and young people before sessions, to ensure that there is no communication failure.

Sometimes the bureaucracy of the project is discouraging for young people (for example when it takes several weeks for initiatives to be approved they may lose interest). As an example of this, the existing computers at the library were not networked, so they could not be used for the web design workshops. The Quality Leaders thus submitted an application for funding for laptops to run the course, which took some time to be approved, partly due to the cost of the laptops and also because of delays due to the Christmas holidays. There was also some concern amongst the Project Group about whether it was appropriate for QLP-Y to be funding the purchase of equipment, which was seen to be the responsibility of authorities themselves. In the end it was decided to authorise purchase, but it required considerable discussion by the Project Group because of the wider implications.

The Quality Leaders have addressed the issue of bureaucracy by explaining the situation to the young people and feel that as long as they keep them informed, they understand the problems. As time has gone on, seeing more activities taking place that they had asked for has also helped to keep young people on board. The laptops have proved to be a highly successful investment and the web design workshops have been very popular with young people.

The project has reached out to a wide range of young people, including refugee and asylum seeker young people and those from minority ethnic communities. The Quality Leaders did feel, however, that it has been more difficult to contact the more "hidden" groups of young people who are not in contact with any organisations, which is always much more problematic for such projects. They aim to keep developing their contacts in future in order to try to reach more young people.

There were also some problems earlier in the project with communication between the Project Group and the Haringey QLP-Y project, where the Project Group at one stage expressed concern in reports that the Haringey project was not progressing as quickly as expected[7]. This was attributed primarily to reorganisations taking place locally and was felt by staff to imply a lack of motivation, without note being taken of the substantial barriers to project implementation at that time (as outlined earlier). QLP-Y staff locally made the point that although there were some delays in moving forward with certain specific projects, the Quality Leaders were working hard to resolve these and were continuing with the QLP-Y work despite the considerable disruption created by the reorganisation. There were also suggestions that the Mentor and Sponsor needed to offer more support to the Quality Leaders, which did not emerge from the Haringey project itself but arose from the Project Group's concerns that the Quality Leaders might have been better supported by Mentors and Sponsors in overcoming the difficulties faced locally. These apparent differences in understanding created some difficulties for the relationship between the local site and the central organisers; and were discussed at a meeting arranged between the Sponsor, the Quality Leaders and the Project Group. Relationships since this meeting have improved. These challenges raise some important questions about the roles of Sponsors and Mentors within authorities and the role of the Project Group itself, which will be considered later in this report.

---

[7] This view was based on the Project Group's visits to the authority and correspondence with the local team and related to concerns that at the time the project appeared to have very few activities in place. The concerns were initially mentioned in a draft report which had been sent to the local project, although no responses had been received to this. They were subsequently raised with the Mentor in a further visit to the authority,

4.2.2.4 Project achievements

Although it took a while for project participants to settle in to the workshops, they soon realised that they would be of benefit to them and became more involved. Having a good teacher also helped. The Quality Leaders felt that the workshops have brought more young people into the library, some of whom were not previously library users, and they have started to see the librarians as more approachable: *"seeing a friendly face when they come into the library. It's not coming into a hostile environment"*. The Sponsor also commented that the project appears to have changed the perception of libraries for the young people who have been involved. Many of the young people involved in the project have come back and have spent time in the library over the summer holidays and there is a core group of younger people who have been particularly involved in a range of activities.

The Quality Leaders have also gained from the project, particularly in terms of personal development and increased experience in particular areas. One of the Quality Leaders had not worked much with young people prior to the QLP-Y project and thus now has experience of working with the younger age groups as well as adults. Both the Quality Leaders have developed their IT and other technical skills as a result of the workshops.

Project participants have also developed their IT skills, particularly during the Photoshop workshops and some have commented that the QLP-Y activities will help them in future courses. The Quality Leaders also feel that participants have increased in confidence since being involved in the activities and have a sense of achievement from having created their own websites and other outputs.

The Quality Leaders feel that the project has had a significant impact on services within the library. The QLP-Y project gave the opportunity to try out certain activities before making decisions about taking them forward as part of mainstream library services. For example, some of the activities that have proved to be popular with young people, such as the Photoshop workshops, are now being integrated into future library activities. The creative writing and art have been mainstreamed with a partner organisation. As a result of the recent workshops as part of the Liberation activities, the themes of slavery and heritage are continuing to be developed by one of the teams in the library. A space is also being created in one of the libraries specifically for young people in their teens.

4.2.2.5 Future activities planned

A further round of consultation with young people is planned, to find out which activities to develop in future and how to take forward the activities which have already been undertaken. The aim is to take it to a wider age group than other consultations. The core group of young people who have been attending regularly will also be involved in helping with activities and making suggestions.

As part of the QLP-Y project, equipment has been purchased that the Quality Leaders will be able to use for future projects with young people. The Photoshop workshops are already continuing and the intention is to continue delivering the history workshops at relevant times, but other activities will depend on the suggestions emerging from the next round of consultation with young people.

4.2.3 Lincolnshire

4.2.3.1 Context/background

The QLP-Y project was spread across the county of Lincolnshire, which is quite extensive (the 4th largest geographical area in the country) and primarily rural.

There were two Quality Leaders in this project: one Special Services Manager based in Library Services and one a Team Leader for the Youth Service. They were supported by two Mentors: one based in the Youth Service (mentoring the Quality Leader in Library Services) and the other based in Library Services and mentoring the Quality Leader in Youth Service. The Sponsor was the Assistant Director of Cultural Services. The project started formally in September 2005, although meetings and some activity had taken place to discuss the project during the previous year.

There has been close working between both the Library Service and Youth Service, particularly since the formal involvement from both services in the QLP-Y project (QLP-Y has been written into their service plans).

While the main ethnic group in the authority is white, there are many people who do not use libraries. There is also quite a large migrant population in the south of the county.

4.2.3.2 Activities

There was initial consultation over approximately 6 months with around 50 young people through the Youth Service and a specific outreach project in a ward of Lincoln (the consultation in this project was also recorded on DVD). The Quality Leaders targeted those areas in the county that are seen to be most deprived. They found that there were a lot of young people who had problems reading and writing and communicating and had dropped out of mainstream provision.

The consultation resulted in a core group of around 9-10 young people being involved in designing and stocking a new library in one part of the county. Some other young people also participated in some of the activities. Many of the young people were disengaging from learning and some were excluded from mainstream

education. They were engaged through an existing outreach project within an access centre. As the building of the library was already taking place *"it was about matching the two services together"*. The young people were asked what they wanted from the library and what would make them use it. They were involved in buying books and other resources and asking questions of the staff. They also saw the plans as the library was being built and were able to make suggestions. The library has also now got listening posts and a coffee machine: *"the sort of things that are now standard in some libraries, but are few and far between here"*. As a result of their participation, the young people involved continued to use the library, as they felt they had some ownership of it. At the opening day, the group were involved in showing people around the library.

A further initiative was delivery of six workshops with young people who are members of an E2E (Entry to Employment) group to design and develop a newsletter, which could be replicated around the county if it was successful. The project was identified in consultation with the young people, through youth workers and library staff using the library as a focal point for the regular book meetings. The facilitator was a youth arts worker, who also drew on a pool of arts workers to deliver different aspects of the workshops. The workshops included elements of research, graphic design, IT and print layout. There were around 20 young people aged 13-19 in two cohorts, with a core group of 4 young people who attended regularly. The core group continued to meet at the library and have been involved in setting up their own mini-library at the E2E centre, as well as undertaking a mystery shopping exercise. The idea was that in future there will be a newsletter every six months, led by the young people.

As part of the QLP-Y project, but in conjunction with other activities taking place in the authority (an ASDAN XL Project delivered to young people on the cusp of exclusion at a school), a youth worker was based within a library to read a series to a group of young people in years 10 and 11 at risk of exclusion from school. The series, "Johnny Delgado – private detective", proved to be very popular. One of the Quality Leaders commented that many of the children had not read books much before and had become really engaged in the activities, which also included designing posters and other art work. The reading group, which was set up as part of the QLP-Y project, was seen as part of a longer-term process rather than a set of one-off workshops. It was seen by the Quality Leaders as an example of integrating QLP-Y into other activities. *"Without having initial discussions through QLP, the librarian and the youth worker would not have got together to deliver that particular initiative"*.

One of the youth service reading activists also used QLP-Y as an element of her professional development by supporting the QLP-Y project as her University Placement.

4.2.3.3 Challenges encountered

Originally it was anticipated by the University that refugee and asylum seeker young people would be located in the county, but this did not happen. The project has instead tried to work with some of the most hard-to-reach young people in the county, with plans also to work with migrant communities. The wide geographical spread of the project was a challenge, but it was felt that the project would be less sustainable if it was based in a specific locality rather than being county-wide.

As with the other projects, time and capacity have been an issue, but the project has addressed this through mechanisms such as bringing in other staff to work on specific activities. The QLP team also tried to ensure that QLP-Y activities would be integrated with other services, so that it would fit more effectively into the other work the Quality Leaders were doing. At times it has been difficult sustaining relationships with the other staff involved in delivering QLP-Y activities, particularly when staff changes take place in different areas. Both the library service and youth service underwent reorganisations during the course of the QLP-Y project and these also created a considerable strain on staffing.

A challenge resulting from the involvement of young people in the design of the new library was that some library staff found managing the situation problematic. There thus needs to be further development to continue to integrate young people into the library, which might include a future young people's steering group and involving a young people's service worker in driving the service forward.

A further challenge was seen to be the amount of time it took for proposals for new QLP-Y initiatives to be agreed. Although sometimes this might only be a matter of a few weeks, it could be difficult retaining the interest of young people who had made the suggestions and who wanted to see their ideas come into fruition more immediately[8].

This project also encountered difficulties because some of their activities appeared not to fit within the model of QLP-Y that had originally been developed (with the main provision seen as the creation of workshops with young people). While some innovative work took place, which the local project staff saw as within the remit of the QLP-Y project (particularly the input of young people into the design of a new library), this was not always recognised as being part of QLP-Y by the central project team. Some of the initiatives were also integrated within wider provision locally, which was seen by the local team as supporting the sustainability of the activities, which would not have taken place in that form without the impetus from the QLP-Y project. The project thus drew down very little money for its activities and did not generate paperwork to record activities in the form of audience development workshops, so much of its work with young people was not formally recognised as being part of QLP-Y. Project staff felt fully committed to QLP-Y and felt that they had

---

[8] Note: some authorities found ways round this problem and these will be discussed in section 5.

done the work, but it was recorded in a different format from that prescribed by using the Youth Service PREE (Plan, record, evaluate and evidence) forms. One of the Quality Leaders commented: *"They [the activities] wouldn't have happened in that shape or form without QLP, but they didn't fit the template"*. This does raise the question of how to record outcomes to assess the extent to which QLP-Y may be seen to be adding value to services to young people. This issue is discussed later on.

4.2.3.4 Project achievements

The young people involved in the "Johnny Delgado" reading group became very engaged with the activities and some of them have joined the library as a result of that initiative. All the young people involved in the library design, who were mainly non-users, joined the library as a result of the initiative. In the first six months after the library was opened, issues to 14-15 year olds rose by more than 300% (although it would be important to look at these figures over a longer period to see if the momentum had been sustained). During the evaluation of the arts workshops, two of the young people stated that they felt their skills had improved throughout the workshop, whereas the other two were less sure about this (their comments were seen to reflect a lack of confidence in their work).

Other young people participating in the QLP-Y activities were seen by the Quality Leaders as using libraries more creatively and viewing libraries and reading in a different context to when they first started. The project was also seen to have made services more responsive to the needs of young people and has elicited a different reaction from librarians in their response to young people, particularly through the involvement of young people in the design of the new library, although it is recognised that more needs to be done.

The QLP-Y project was also seen to create professional development opportunities for librarians and youth workers: for example, through workshops with young people undertaking activities such as mask-making with young people and getting people to tell stories using masks in libraries. Partnership working between library services and youth services has also increased as a result of the project and both the Quality Leaders felt they had benefited from learning more about each other's service and the main drivers for each service.

Overall, the QLP-Y approach, which has included young people much more in consultations and enabled them to lead on some activities, is seen to have contributed to social inclusion and re-engagement of young people in learning. It has also raised the profile of the work of the Quality Leaders, which is seen as a new and different mode of working across services.

4.2.3.5 Future activities planned

The QLP-Y project did not continue beyond September 2007. The main reason for this was the restructuring in the authority and the fact that one of the Quality Leaders had moved on to a new position. One of the Mentors also retired recently. Initially, the Quality Leaders had anticipated continuing with activities that had already been initiated, but in the end this was not feasible.

One mentor wrote to the central QLP-Y team on behalf of the Group outlining the concerns of the local team, particularly in relation to the issue of whether there could be more than one model for delivery and suggesting that it might be more feasible to structure future programmes in smaller "chunks", as he felt that sustaining the programme over two years with reorganisations taking place was quite problematic.

The team have a number of ideas about how they might like to build on the QLP-Y project. For example, reaching out to migrant communities, involving young people in the design of a further new library and setting up groups of young people in a number of different library areas to work on newsletters were some of the possibilities.

4.2.4 Portsmouth

4.2.4.1 Context/background

The Quality Leader is the Librarian for Young Adults and Looked After Children and is based in a library in the city centre, although a substantial proportion of his work is outreach-based. He is supported by a Mentor and a Sponsor, both based within library services. The Mentor is also the line manager of the Quality Leader. A small number of other library staff have also engaged with the project. The QLP-Y project takes place mainly in or around two libraries, one of which is based in an area where there have been a lot of 'youth problems'. The project started in summer 2005.

The QLP-Y project has focused mainly on hard-to-reach young people in the area, young people in care and socially excluded young people. Their expressed needs have guided most of the decisions on the activities delivered by the project. In addition, a group of core library users who are members of a teen reading group formed a steering group that met regularly once a fortnight. As active library users, they helped inform ways of drawing young people to library-based activities.

4.2.4.2 Activities

A survey and discussions with a large group of young people, on the street and through other organisations such as residential units and schools, took place during the summer of 2005. Special support was given to young people with literacy needs

and language barriers to ensure that their views were expressed. A wealth of information on young peoples' needs and perceptions of the library was gathered.

An arts project, an ICT project and summer activities took place in the early stages of the project. The ICT project was put in place by the Quality Leader to 'get the ball rolling', while the arts project was based in residential units responding to the needs of the young people in care, many with learning difficulties. A group of young mothers was later identified in one part of the city by the community wardens. The Quality Leader met them several times and consulted with them, introducing them to the library and to computer and internet facilities. Ideas such as a creative writing workshop were tested with the young women, but there was not sufficient interest from this group.

A 'Bollywood' project was planned with young people at a local school, some of whom were members of a Bangladeshi youth group, who expressed an interested in film culture and did not have anywhere public to view these films. The plan was for the young people to have the opportunity not only to watch the films together, but to develop various elements of the films, e.g. dance and music. The project was not delivered as the schools pulled out.

Another project creating a magazine is engaging a group of hard to reach young people, who had been brought to the attention of the Quality Leader by other librarians due to disruptive behaviour in the library. The young people expressed an interest in making their own version of the library magazine. They came up with the idea of using manga characters as their identities in the magazine. The Quality Leader has arranged for a manga expert to show the young people how to turn pen and paper drawing into computer imagery (the workshop is taking place at the beginning of December). The intention is to support the young people in producing the first edition of the magazine and then leave it to them. The young people are from ethnically diverse backgrounds - Portuguese, Ghanaian, and Congolese. The group is made up of a core of 7 young people, more young men than young women. The project will be based in the library using new equipment purchased by the Quality Leader.

Work has also been undertaken on setting up a young people's website. The plan was to purchase some equipment and set up a Wi fi network. This will enable the young people to have their own access point, so that they are not restricted by being part of the Council's network.

In response to a request by a group of young people from a pupil referral unit, the Quality Leader also organised martial arts workshops within the library, which was quite challenging because of the health and safety implications. The sessions took place over a period of three weeks and were attended by nearly 60 young people. The young people were taught kicking, punching, blocking and mental techniques by an experienced Gi Quon Do tutor. The young people taking part were males, although a group of young women engaged in filming the sessions.

It is estimated that around 95% of young people participating in the projects have been non-library users.

The Quality Leader organized the first meeting of a team of library staff from around the city. This was run by the Quality Leader and a youth worker. The team led by the Quality Leader incorporates five library practitioners, including one young male leader who is under 21. The Quality Leader also invited a member of the Project Group to give a talk to members of the local authority, which helped to spark off a debate among the staff about services to young people.

For the Liberation activities, a drama project was initially planned, working in partnership with a drama teacher from Social Services. Some initial work was filmed, although the tutor was unable to continue. Partnership with the African Women's forum was discussed. At the time of writing, a poet is being brought in to help develop the theme with young people and the event has yet to be delivered.

4.2.4.3 Challenges encountered

One of the main challenges has been engaging partners beyond their initial expressions of interest and excitement about a project. Engaging staff from Youth Services in the project has been a particular challenge. The Quality Leader has worked in partnership with other services including a children's residential home care worker, street wardens, and Motiv8, a charity working with young people. Take-up from refugee and asylum seeker young people has also been lower than anticipated and further links need to be built with these groups. There were also some delays with the IT project because the tutor (a former student from London Metropolitan University who now runs an independent business) did not deliver what was expected. There were challenges engaging the group of teenage mothers, but it was appreciated by the Quality Leader and Mentor that they had other preoccupations, particularly their own childcare needs, and that possibly the menu of options offered through QLP-Y did not really engage them at that stage. The Quality Leader has been able to link the group in with other services, which has been more successful as these have addressed their immediate parenting needs.

Attendance has sometimes also been a problem. For example, the Quality Leader arranged a morning with a group of young people from a local school in the north of the city, which *"has got loads of young people and nothing for them to do"*, but no-one turned up on the day. The Quality Leader is chasing this up with the school but has not so far found out the reasons for non-attendance. In contrast, the martial arts sessions were very popular.

The Bollywood project was initially delayed because the school involved withdrew from the project, and a second school that was approached which had expressed an interest was unable to make the time. There have also been delays in establishing

the youth-based section of the website, because of corporate requirements which made it difficult for young people to create pages in their own style.

Some of the equipment for projects, such as frames for the art work created by young people, has been quite expensive and a case has needed to be made for organising some activities, but the Quality Leader has managed to present justification for these. Some of the equipment, such as a video camera, will be usable for subsequent projects beyond the lifetime of QLP-Y.

While the QLP-Y project has promoted the library as a "cool" place to be, there are concerns that it may not be possible to sustain that momentum, particularly with ongoing cuts within libraries. The Sponsor is supportive of the project and has cited QLP-Y as an example of innovative practice, so it is hoped that advocacy for the project at senior level will help to sustain some of the activities. There is perceived to be some resistance locally to giving power to young people and addressing this will be a challenge, although the Quality Leader has emerged as an advocate for young people's input into service development.

4.2.4.4 Project achievements

The martial arts workshops in the library were extremely successful with young people and gave them a very different perception of libraries. Young people in a deprived area with few constructive leisure activities were given the opportunity to learn a new physically and mentally challenging sport and art form in a setting that they had not previously seen as very open or welcoming to them. Links have been made with the library, and young people and local youth club workers are more willing to use it as a space.

The arts workshops gave young people an enjoyable and creative outlet for self-expression and a sense of achievement at seeing their work displayed and celebrated at an official showcase in libraries. One young person went on to apply to the Youth Opportunities fund for further workshops.

The work with the community wardens was also seen to be very successful for a while, although the group eventually "fizzled out". The Quality Leader felt that it was engaging a group of young people that they would not normally have seen and that as a result of the work, they may think differently of libraries now.

The QLP-Y project has brought non-users into the library to participate in specific projects and they have indicated that they will continue to use the space, seeing the library as much more welcoming and more of a community space. While they may not necessarily take out books to read, the project has certainly encouraged them to venture into the library more and feel much more comfortable within a library environment. The young people participating have also developed their skills, particularly in use of IT. Many of them had disengaged with traditional schooling and

the project has engaged them through involving them in activities which they find interesting. The young people taking part in the magazine project designed the publicity for the library's new youth services with a local design company.

QLP-Y has also helped the Quality Leader to develop, particularly in terms of engaging in strategic-level activities and managing a series of projects. The QLP-Y project has also involved communication with a range of partner organisations and negotiation and problem-solving.

The meeting with a team of library staff was a good example of the Quality Leader joining forces with other staff. They exchanged ideas on how to work with young people. Although youth training had been rolled out last year across all libraries, the Quality Leader felt that library staff were not always comfortable in dealing with young people and therefore the input of a youth worker at the meeting was very useful for all. The QLP-Y project has initiated a conversation within the service about how young people do not use libraries and what might be done to encourage them to participate more. The core group of young people have been involved in decision-making and it is anticipated that this will continue beyond the life of the QLP-Y project.

4.2.4.5 Future activities planned

While there are financial constraints on continuing all the activities developed as part of QLP-Y, some are continuing, such as the IT project and the magazine project. At the time of writing, the Quality Leader is organising the Liberation activities. A local poet has been brought in to help young people develop their own poems and creative writing.

5 Findings

This section discusses some of the main issues that have arisen from the interviews and focus groups with staff and young people in the four participating sites; with other stakeholders; and observation activities undertaken. This is primarily a qualitative study and thus our findings are illustrative. With the exception of the discussion on the four field sites earlier in section 4.2, we present the findings anonymously and refer to findings as emanating from 'respondents' or 'participants'. We have attempted to reflect the range of views and perspectives of participants in our findings.

5.1 Expectations of the project overall

We asked respondents for their perspective on the aims of the project and what they felt to be the most important elements of QLP-Y, given their experience as the

project developed. Generally, respondents' expectations of the project matched the explicit aims, particularly in relation to the engagement of young people in libraries and to help to address social exclusion, through shaping services that would appeal more to young people. For members of the Project Group, QLP-Y was also about innovative services, organisational change and working in partnership, as well as ensuring that young people began to participate in service planning and design: *"the idea was that the local authority environment was changing and this was about bringing in change and innovation... in short, working with the youth service, connecting with young people, developing a new service...these are three key areas. The other thing that can make it work is organisational change"*. Skills development for Quality Leaders was also an important component. The element of service development was also seen as important by others: *"management development through service development and trying to effect long-term systemic change in libraries and reach communities that haven't been well served, through training, partnership working and participatory practices, to bring about organisational and cultural change in libraries"* (representative from funding body).

Participants at local level saw the project as a useful means of building capacity and developing systems and structures that could start to bring about those changes, in some cases building on activities and processes already being developed:

"I hoped that it would provide a kind of boost to the things we had been doing anyway with young people but hadn't got very far with, because of time pressures and financial pressures and things. And because it brought some funding with it, and some kind of structure and a time frame. I thought it was a useful way to get off the ground with some of the things we had been trying to do" (Quality Leader).

For others, it was a means of stimulating debate about how to make services more accessible to young people:

"I think for us the strong thing for us was that we needed a conversation internally within the organisation about how young people don't use services and if they do, what their experience have been" (Sponsor).

The project was also seen to give the opportunity to undertake more extensive consultations and deeper engagement with young people: *"I thought it would give us an opportunity to explore what young people wanted from us and to maybe provide what they were asking for. So it gave us an opportunity for consultation and implementation"* (Sponsor).

For most Quality Leaders, the project aims became clearer when they started developing activities and had to deal with some of the practical issues they encountered during implementation of the project locally.

5.2   Project management, structures and processes

5.2.1 Processes centrally

5.2.1.1 Project management and financial planning

In the interim evaluation report, we noted some of the challenges encountered by staff participating in the QLP-Y project at local level. These included the fact that some authorities had joined the project part-way through and thus had not participated in the first phase, which meant that their involvement in the early stages of this phase focused on familiarising themselves with the project and procedures. *"We weren't involved in the first phase. We came in halfway and it's always more difficult when you haven't been involved from day one. So it took a few months for us to find our feet and find out what we could do with it and what was expected".* (Quality Leader).

Some respondents felt that the purpose and processes of the project might have been explained more clearly. For instance, a mentor commented: *"I think we could have used a bit more clarity of information....over procedures and processes on a financial scale".* Some also commented that it would have been helpful to have greater clarity at the start about the outcomes the Project Group wanted recorded and how they should be measured: *"I think when you organise a project like this you need to ....decide what your deliverables need to be, make sure you achieve them"* (Sponsor). A member of the Project Group commented that at the start of the project their own expectations of the project were *"somewhat vague, because it was a new territory"* and thus there was also a period of learning for them in the early stages, although the Project Group felt that from the time of the first development day they had presented the aims and outcomes clearly to participants through development days and handouts. Nonetheless, it appears that there remained a need for greater clarification of processes after the initial stages of the project and the early development days.

Some respondents, particularly in the early stages of the project, felt that the Project Group did not appear to understand fully the pressures impacting on the Quality Leaders and were perhaps expecting too much of them. For example, one Quality Leader noted *"there seems to be a lot of paper and I got the impression that....they seem to think that we had all the time in the world to allocate to the Quality Leaders Project. We were allocating enough time to do it but obviously we have other responsibilities".* Some Quality Leaders themselves had expected their projects to be up and running more quickly and had to adjust their expectations. For example, one commented that a significant amount of time could be spent working on the project with apparently limited results and that this needed to be acknowledged: *"You're trying to change the culture of the organisation and sometimes it's more meaningful than others".* While there were some apparent differences in expectation in the earlier stages, towards the end of the project members of the Project Group

had developed a much greater understanding of the challenges that the Quality Leaders had encountered and acknowledged that possibly their initial expectations were somewhat unrealistic: *"I think [our expectations] were too unrealistically high at the beginning. As time has gone on, and it's taken a lot longer than I was expecting, that means that perhaps it's good to start off with very high expectations, because you then still aim high throughout the project and then hopefully end with reasonable outcomes"*. Generally, the Project Group were very pleased with the development of the project in the later stages.

Some respondents at local level felt that at times project requirements were over-prescriptive and not sufficiently responsive to local needs. For example, one Quality Leader commented: *"I feel that with the constraints of the programme that the university quite rightly want a fairly defined project, but young people don't always fit neatly into that box. So the agenda might change, we might have to rescale what we're doing and I don't think the university are used to working in that mixed-up, haphazard way. But that's what works with young people sometimes"*. This could sometimes cause problems if activities did not appear to fit into the format required for reporting, as it appeared that staff were not able to count them as part of the QLP-Y project: *"Whenever we tried to introduce them to the conversation we were always told that they want an ADA form and there was no alternative format"*. Most of the projects arranged activities that did fit into the workshop format, however. Members of the Project Group did note that they sometimes had to ask for further clarification about the initiatives proposed: *"And it sometimes meant.... we had to go back to them and ask for clarification or questions and also just sometimes say to them, "Well this is a programme about innovation. What exactly is new here? You need to be doing newer, more innovative stuff to use the money"."* The Project Group perceived their role in part as being challenging when initiatives were suggested, particularly if it appeared that they were part of 'normal' activities within the authorities. A necessary part of this was seen to be collection of paperwork to provide evidence of progress and added value. For one authority, however, the result of this was that: *"from our point of view the work was going on already and we just got on with it. The paperwork barriers were significant – we lost interest in the money and just got on with the work. We wanted to work in the way QLP wanted us to, but the money almost became a distraction"*. One Quality Leader did not find the approval procedures particularly onerous: *"It's very straightforward. It's a project proposal, a paragraph or two of the most minimal information really, and then one of the team might come back and say well can you just clarify this point, which you do and you send it off and you get a yes or no"*.

Thus, while there may be a need to scrutinise the current procedures and perhaps make them simpler and clearer for future programmes, there is also an onus on project staff to present as much information as possible to make clear the reasons for the initiative, planned delivery mechanisms and how it is seen to meet local need. This might require further support and guidance on how to prepare proposals, not only from Mentors and Sponsors locally, but also the central team: as one Quality Leader noted, the Project Group were very helpful if staff took queries to them: *"but if*

they made the instructions clearer in the first place I'd find it less confusing".

Another Quality Leader noted that the requirement to spend a specific number of hours on activities was not the most helpful way of measuring activities locally: *"what needs to be measured in the end is: have we got the project done? Have we done the workshops? Have we got young people to come? Are they coming back? That's what counts at the end of the day. Not how many minutes or hours or whatever. And have we sustained what we've done?".*

The Project Group had initially expected that the Quality Leaders would have a full two days per week, as part of the agreement with the local authorities, as it was felt that without a clear commitment of time the project could not have taken place. They recognised, particularly in the later stages of the project, that this was not always feasible in the format originally envisaged and that a more flexible arrangement was required: *"And I think from that point of view the project's changed. And with the last development day, I think it's a less structured approach than at the beginning of the programme, it seems more something that goes its way determined by what's happening at the moment, rather than something planned centrally".*

One issue of concern that was noted in the interim report and raised by several respondents was the amount of time involved in approving initiatives. While there was a significant delay in approving a request for a project on at least one occasion (which may have been due to the University's summer break) generally applications might take several weeks to be approved, particularly if the Project Group needed to get back to the authority to ask for clarification. There could sometimes be a loss of impetus as a result of this, particularly when the central procedures appeared to be adding a further level of bureaucracy to the complicated systems and barriers already existing within the local authority. Delays in approval of funding sometimes also impacted on the involvement of young people in project planning, if staff understandably did not want to promise something that might not get approved. The delay could also affect engagement, as sometimes young people lose interest if they are promised an activity and have to wait for approval with the possibility of being let down. *"...until we've had approval it's a bit hard to approach young people, because unless you have that immediacy, they think you've forgotten about it"* (Quality Leader). Some Quality Leaders found a way around this problem, through ringing up the Project Group to get an in-principle agreement to proceed, but it appears that not all the Quality Leaders were aware that this was an option available to them.

While some members of the Project Group were concerned that it would be a risky strategy to allocate the funding at the beginning, as some authorities might subsequently pull out of the programme (as one did in the initial stages), there was concern on the part of some Quality Leaders that even the smallest initiative had to be sent for approval, which could prevent them just getting on with the project: *"with this project....you need to get authorisation, you know it just slows things down! Instead they could have just said, here's [x amount]. It's only to be used for this project and we need to see proof that it is actually being used for this project. Even if*

I want to buy refreshments I have to go to [member of the Project Group] and give him a list for authorisation". Another also advocated a simpler procedure that gave greater authority to local staff in managing their projects: *"It would be better in this kind of partnership to say, we trust you, we've got a service level agreement, you're going to deliver the work, here's [the funding]. At the end of it we'll just come back to you and check you've done it. But each time we have to go cap in hand [for each initiative] and it makes it hard. That does make it hard to manage the process".* The Project Group felt that the system was necessary in order to ensure that proper planning and monitoring took place and that the funding was used in the way in which the funders expected it to be used[9]. For some Quality Leaders, however, this made them feel that an element of trust was lacking and that they were not being treated as responsible officers who were capable of managing their own budgets. While relationships improved during the later stages of the QLP-Y project, as the Project Group got to know the individual projects and Quality Leaders became more familiar with the processes, the systems in place were seen to create significant barriers initially for some projects.

5.2.1.2 Communication and administration

The volume of paperwork emanating from the Project Group had been a matter of concern to most participants in the early stages of the project, but this was reduced in response to these concerns. Some respondents, however, felt that there was scope for further streamlining of communication procedures, including an indication of where responses were required from local staff to specific emails requesting information or action, separating these out from information-only communications.

A member of the Project Group also acknowledged that there had been some earlier communication problems which had created difficulties. There had been a gradual improvement in understanding over the course of the project: *"I think it took quite a while. There was maybe a communication problem with some QLs re what they thought the project was and I think there has been a move from both sides to accommodate a different approach".* After the Lecturer in Youth Policy and Administrative Assistant were in place and during the later stages of the project, some staff had found improvements in central management and communication systems: *"It's good. It's got a lot tighter. I think at the beginning it was a bit hazy, but then [the two new members of the Project Group] were employed and we had the development days and everyone explained what they were actually doing [which] made things clearer"* (Quality Leader).

Nonetheless, there were still some concerns that have implications for future delivery of similar projects. One was the apparent replication of paperwork and lack of

---

[9] The PHF requirements had been circulated to all participants by the Project Group. It was also noted by the Project Group that each authority was to provide £1,000 which could have been used once an in-principle agreement was reached.

systems for recording receipt of information. For example, some Quality Leaders and other respondents commented on being asked for the same information several times: *"there seemed to be problems with the internal tallying of who had provided what information because sometimes I was being asked for the same thing over again and ... it did cause some problems, from my point of view"*. There was also some dissatisfaction with *"producing endless reports and timesheets that analyse to the n-th degree"*, which took up valuable time that the Quality Leaders could be spending in planning and delivering activities. Another Quality Leader commented, however, that although the paperwork was quite intensive in terms of the amount of reading *"if this is about developing quality leaders into the managers of the future, the providers of the service have to know the policies, so you have to do that"*. It is nonetheless important to balance project administration against service delivery: *"I recognise that paperwork is a necessary evil to a greater or lesser extent, but I do like to do more of what I consider to be a useful activity, which is taking activities to young people and get them to participate"*.

Members of the Project Group had also felt at times that authorities themselves were not taking ownership of the project as fully as they might, so that the central management team had to remind local partners that they had signed up to the process. They thus sometimes felt that they had to take a more directive role than anticipated when reports on progress were not forthcoming and to an extent became *"chasers of paperwork"*. The aim of the QLP-Y project was not only to deliver activities which would draw groups of young people into libraries, but also to impact on service development as well as the personal development of the Quality Leaders. Thus it was felt necessary to remind local teams of the strategic as well as operational role of QLP-Y. The Project Group noted that Mentors and Sponsors might have taken a more proactive role in facilitating leadership skills amongst Quality Leaders, particularly in instances where the Quality Leaders did not appear to have a 'team' of staff to manage.

One of the most valuable aspects of support for Quality Leaders was the face-to-face contact with members of the Project Group, which enabled project staff locally to ask questions about procedures, outline their project processes and challenges faced and make sure they were "heading in the right direction". The opportunities for networking with other Quality Leaders were also valued, as they enabled them to exchange ideas and discuss problems encountered. The "JISCMAIL" system[10] was established to enable the group to communicate regularly with one another electronically, but this was not used much in the early stages of the project. Some Quality Leaders felt that they needed the time for face-to-face exchanges of information and ideas before they corresponded with one another via JISCMAIL, particularly as it was a more public system. Sometimes participants preferred to send emails directly to the people with whom they wished to correspond, rather than sharing information which may sometimes be sensitive with a wider group. Some

---

[10] Which uses a standard email interface as a means of group communication. Items posted via JISCMAIL were circulated not only to the Quality Leaders but the Project Group and others.

Quality Leaders felt that *"If we need to talk to one another we do it directly by email"* and thus it was not clear that JISCMAIL added value to processes for all participants, particularly in the early stages. A development day organised specifically by the Quality Leaders, which enabled them to get to know one another and exchange experiences, appeared to have prompted further interchanges via JISCMAIL, for example around the topic of events for Liberation. The system was found to be useful by some respondents as a mechanism for disseminating information: *"it's quite useful to get policy updates, new information"* (Quality Leader).

There were some positive comments about the re-designed central QLP-Y website, which was seen to be much more accessible and clearly laid out than previously. Quality Leaders in both libraries and youth services also appreciated the *Youth Policy Review* produced by the central team, particularly as the libraries and youth-related material were clearly separated, so it was seen to be easy to access the relevant sections.

5.2.1.3 Training and development

Because there had been a training element in the first stage of the project, there was little formal training in the second stage. Various learning mechanisms were offered, but it appeared in discussions with Quality Leaders that although there was an initial introduction of these at an earlier development day, there has not been further guidance since about using them. As one respondent commented: *"In the beginning it was not built into the culture and the focus was on micro-management rather than development".* The Project Group felt that they had mentioned the mechanisms at most of the development days and via JISCMAIL, but it is clear from discussions with Quality Leaders that further guidance would have helped. There was some feeling that as paperwork was already quite cumbersome, when time is stretched and the priority is to engage with young people in the different projects, optional work such as completing the Personal Development Plans or engaging with other learning mechanisms tends to get left. One Quality Leader commented that although the authority had made the commitment to giving them time to do QLP-Y work, they had not provided backfill and so staff sometimes found themselves working extra hours to accommodate the work. Some respondents commented that they only received the forms about a year into the project and that it was difficult to assess progress when baselines had not been established. There were also some concerns that when Quality Leaders had submitted PDPs, there was a significant delay in receiving feedback on these, which was discouraging for some. Some respondents found the PDP form quite *"unwieldy and repetitive"* and felt that they could be shortened and *"make it a bit more cohesive so that you don't have to keep referring back"*.

Other mechanisms developed by the Project Group included mentoring forms. Some Mentors found these rather repetitive and less helpful than they might be: *"...some of the questions on the form are quite repetitive, and you feel that you've already answered some of the questions... I think there are ways that it could be*

simplified to get the same quality of information" (Mentor). A Quality Leader in another authority commented that *"I don't think the paperwork process is leading to a dialogue driving things forward. There's a lot we could do around preparing for a mentoring session that's more on reflective delivery".* As was noted earlier, however, members of the Project Group felt there was a need to be more interventionist due to a perceived lack of response and engagement with learning processes on the part of some participants. There appears to have been some difference in understanding between the Project Group and QLP-Y staff in the local sites regarding the extent to which the processes introduced by the central team represented genuine opportunities for learning, rather than systems for performance management. This suggests the need for further dialogue on systems and structures for delivery at an early stage

The main focus for training and development was the series of development days for the Quality Leaders. The interim evaluation report noted that the most valuable aspect of these for the Quality Leaders was the opportunity to spend time with their counterparts from the other authorities and exchange information and ideas: *"I think the development days were useful, because they helped the QLs to think about what we were doing and get other people's opinions as well, because different authorities do different things and different people have different ideas. There is wisdom and sharing ideas and learning things we may not know about"* (Quality Leader). There had been some feeling that in the earlier development days there had been too much emphasis on information-giving from the central management team and too little opportunity for networking between the Quality Leaders and that perhaps a traditional 'lecturer-student approach' was not as appropriate when meeting as a group of equals. For example, one Quality Leader observed *"If I reflect on my experience of a development day...it's been more about giving information than partnership work, so you're lectured at in a college sort of way".* Another felt *"I thought the focus should have been on us, as we don't get together very often. I found some of it very useful, what we did do, just the QLs, like having to do an evaluation on each other's projects and devising a timeline on what we do next, so the practical stuff I really enjoyed, and meeting the QLs and talking to them about the problems they had and how things were going and we could share ideas".* While it was important to ensure that the Quality Leaders were provided with relevant information to enable them to undertake their role, therefore, there might have been more of a balance between presentation of information, dialogue between participants and practical work.

Because this group of Quality Leaders missed the initial six months training programme, however, the Project Group felt that the first few development days had to be turned more into information giving sessions in order to catch up. There were also times in the early stages when it appeared that Quality Leaders did not prepare in advance for development days and thus *"We said to each other that we need to become interventionist because we've only got certain limited ways in which we communicate and have influence on these people and this is a valuable chance"* (Member of Project Group). Some Quality Leaders felt that they needed to develop

further knowledge of the project and needed to learn from practice before talking authoritatively about their work: *"you learn as you go along. Now I can talk about the project but I had only just started. I was trying to sort of understand how… it will progress, what is the procedure and what are we trying to get at the end of this. You need to get all that first before you can talk about it"*. One Quality Leader noted that to be asked to prepare a report before the development days was a useful process, as it prompted reflection: *"But what it does is of course is you have to come up with something. You have to write an action plan. It's almost as if they're sort of saying come here, work hard and they are keeping tabs on what we're doing with young people. And I think it is necessary actually because otherwise you could just forget about it in the scheme of your other work"*. Another Quality Leader commented that it would be helpful to be given more time for preparation, noting that on one occasion the Quality Leaders were only given approximately one week's notice for preparing a 20-minute presentation, which was *"not nearly long enough, particularly if you are not used to doing this and are also doing many other tasks as well"*.

All the Quality Leaders found the development day they organised and led themselves, which was held in one of the local authorities, to be of great value in developing their learning. This development day was also attended by a member of the Project Group and an evaluator, which influenced the agenda, and perhaps meant there was not as much opportunity for information exchange and sharing as there might have been if the Quality Leaders were left to meet independently. At the most recent development day held at LMU, there was also greater opportunity for sharing experiences and this was appreciated. As time has progressed, therefore, the project style has become more participatory, with the Quality Leaders having a greater input in terms of presentations and discussions on their respective projects.

Most recently, the Quality Leaders have become involved in editing editions of QLP-Y News and also contributed to a joint article with London Metropolitan University, which was published in Public Libraries Journal.

5.2.2   Project organisation at local level

5.2.2.1 Views on project aims locally

The interim report noted that respondents in the local sites viewed involvement of young people, particularly non-library users and those who were seen as hard-to-reach, as being the most important aspect of the QLP-Y project: *"we are reaching out to young people who don't automatically come across the threshold, where young people see the library as their space"* commented one Mentor. A sponsor observed that the desire was "*to see libraries developed and engage with the community and also to explore those people that weren't using services, what our environments were like, how we serve those people. And that includes everything from the type of stock we have, both in terms of books, music, how we support people, so in a broader sense for young people, I don't think the buildings are*

suitable for young people....They are pretty unpleasant places. Where the material is offered in different places, it is either in children's or it is on the edge somewhere, and so I had those concerns".

While it was seen as important to involve asylum seeker and refugee young people and those from black and minority ethnic communities, it was also recognised that this might be difficult in the short term, although all projects were working to address any gaps. Alongside responding to young people's needs, the personal and skills development of project participants and changing their perceptions of libraries was also a highly relevant component. In order for those views to change, however, it was necessary to influence change in the organisation and improve services so that they were more in tune with what young people wanted.

The personal and skills development of the Quality Leaders was seen by them as secondary to the work with young people, although it was acknowledged that this element of the project might appeal to senior managers as bringing added value to their involvement. A member of the Project Group commented that part of the role of the Mentors and Sponsors was to focus attention on the wider project requirements, particularly management development and service development. This element of support was seen to be lacking in some cases, particularly in the early stages of the project, which led to the Project Group feeling the need to be more interventionist.

Working in partnership was also seen as a crucial aspect of the QLP-Y approach. It was also seen to be important to involve young people in design and delivery of services. While all authorities had involved young people in extensive consultations at the start of the project and where possible continued engaging young people in discussions to obtain their views on services, young people had only become involved in project delivery in two local areas.

It also became clear as the project evolved that there were different approaches to the development of QLP-Y in each authority, in part due to the specific local circumstances, but also in response to the expressed needs of young people. *"Everyone's done it differently. I think we've done what we said we would. We've set up a model that's very much about delivering to young people, engaging them in libraries and reading and less focused on CPD for youth workers and librarians"* (Quality Leader).

5.2.2.2 QLP-Y and local policies in the context of the national agenda

National policy frameworks such as Every Child Matters and Youth Matters were seen by many as important to take into account when developing policies locally: *"I suppose that's part of what's driving the overarching look at the future of the library service and making sure that what we do is fundamental to things like Every Child Matters and that we're not doing anything at odds with those kinds of initiatives"* (Mentor). One Sponsor did comment that they felt the response locally to Youth

Matters had been minimal.

The QLP-Y project was also seen to contribute to implementation of the national policy agenda at a local level:

"Certainly in terms of Youth Matters. From our perspective QLP has been a very useful pilot for the broader considerations of community engagement....QLP does present a very powerful model of how community engagement can be employed and how it can be rolled out with a community, in this case youth" (Mentor).

"[also] Framework for the Future. We boil that down into 3 themes: inclusion, learning and regeneration, which is our focus with the library service, and we see the QLP programme as being essential to all 3 of those. So there's definitely a link with the national agenda. I think it's also in line with the libraries, museums and archives regional agenda, so it's good practice within the region that's been championed regionally as something of interest that they should look at and maybe get involved in" (Mentor).

A Sponsor also commented that as well as a relationship between QLP-Y and Youth Matters, there was also a very strong link with the sustainable communities agenda.

There was some acknowledgement that there is likely to be some resistance to the modernisation agenda and that this presented a challenge to the implementation of projects such as QLP-Y: *"It may not be the same everywhere but I think it is a very insular world sometimes, the library"* (Sponsor).

5.2.2.3 Management, administration and staffing

The management of projects locally was to an extent tailored to local need and structures and also the direction of the organisation. Thus in some authorities, QLP-Y was more integrated in decision-making processes at an early stage, whereas in others this required significant work. In one authority, as was outlined in section 4, QLP-Y had been written into the business plans of both library and youth services. There was recognition, however, of an element of bureaucracy at local level that could create obstacles for project delivery. As a member of the Project Group noted: *"I think we have underestimated the amount of resistance and forces of conservatism which go against these sort of innovative projects and the amount of effort and time and resource it takes to actually overcome them"*. There was thus some appreciation of the barriers encountered by project staff at a local level.

The external impetus (having an outside organisation monitoring progress) was seen by some to help in pushing the project forward locally: *"it gives me a bit of leverage to say this is really important, you know, it's a national project and we've got targets and milestones we have to reach for somebody else"* (Quality Leader).

The Quality Leaders took the lead on the project in each authority, with support from their Mentors and Sponsors. In addition to these individuals, the local teams also involved other staff within the library service, although this could sometimes take time to adjust attitudes as QLP-Y was not necessarily a model of working familiar to many staff: *"I think there are a number of people that probably have attitudes and concerns about young people coming into contact with the service or the service going out to young people, and I think it will be quite hard for some of those people to change their attitudes"* (Sponsor).

While Quality Leaders worked closely with other staff in the authority and coordinated QLP-Y activities, they did not necessarily have any management role in relation to these staff and in some instances this may have limited their opportunities to develop as team 'leaders'. The role of Mentors and Sponsors was seen to be important in facilitating this leadership role. It was noted earlier in the individual reports on the four projects that sometimes QLP-Y teams involving other staff in the authority and partner agencies were built up over time, as in some instances relationships of trust and mutual understanding needed to be developed. The role of Quality Leaders in being an advocate for young people when dealing with frontline staff and managers was an important role, however, and this helped the development of leadership skills even if they were not in a formal management relationship with a team of staff. It was also felt by the Project Group that Mentors and Sponsors might have done more in some cases to address the balance between the operational and strategic role of the Quality Leaders.

5.2.2.4 Support and capacity building for staff

All the Quality Leaders felt supported by their Mentors. There were regular meetings between Mentors and Quality Leaders, in some cases more frequent than others, and also they would get together or communicate by email on a regular basis to address issues arising or discuss progress. Although the Quality Leaders were generally seen by their Mentors as self-sufficient and capable of steering the project themselves, the Mentor could also help with solving problems. One Quality Leader commented: *"Yes, my mentor's brilliant. Sometimes you just need to have a moan and [mentor's] great. If I've got a problem with [a partner agency] that I don't feel I can manage my mentor'll go and talk to them"*. Members of the Project Group felt that there was some evidence from their visits that the Mentors/Sponsors and Quality Leaders were not always meeting together as frequently as was needed and that the Mentors and Sponsors might have played a greater role in explaining the project requirements to the Quality Leaders and ensuring that these were met.

One of the issues raised earlier was the problem that although there had been a commitment on the part of authorities to giving the Quality Leaders the time to do the QLP-Y work, in some cases there was no backfilling, which meant that they found themselves taking additional time to fulfil their other tasks in addition to QLP-Y. This is an issue that should be addressed in future development of the project.

The role of the Sponsor was seen more as "smoothing the way" at a more strategic level and helping to *"get things moving if there's any blockages"*, as one Quality Leader commented.

The Quality Leaders participated in the central development days, which enabled them to share experiences with other project staff and the central project team. They were also supported by members of the Project Group, in individual visits to their project and at meetings or via phone or email and found this support very helpful. The QLP-Y initiative had also given the authorities the opportunity to try out new initiatives and approaches to delivery, which contributed to individual as well as organisational learning.

5.2.2.5 Contact with young people

As the descriptions of individual projects in section 4.2 show, authorities used a range of mechanisms for contacting young people initially. These included via other agencies, attending events, distributing publicity, surveys and mailing and by word-of-mouth.

Young people commented that they heard about events from friends and family. Some had also come across the initiatives through flyers or from staff. The majority of young people interviewed came into contact through being at the library: *"My cousin lives five minutes from the library. We came down one day and we heard about it". "I came to the library and I saw [the QL] and she told me she's doing the web design stuff".*

Others had heard about QLP-Y outside the library, mainly by word of mouth from friends/relatives, youth workers, school librarian*: "My brother was at school and some guy told him about the competition and he went to [another] library and did it. I'd like to do this as well". "I got told about it from a friend". "My Mum told me". "Through my librarian at school. She put a notice up for everyone in the school and I got introduced to QL through the filming project, and then did playstation, and then this".*

The Quality Leaders then endeavoured to retain the interest of young people through making sure that they reflected what participants wanted and were responsive to their suggestions. Young people were attracted by specific activities, because of the opportunity to learn or because it was seen as something new:

"Something different from what you normally do, I suppose, something interesting".

"It was to do with filming, so that quite interested me, because I am doing my work experience at somewhere like that".

5.2.2.6 Participation of young people in project planning and design

Initially young people were consulted about what activities they would like to see in libraries and the earlier sets of workshops and initiatives were based on the ideas generated through the consultation. As initiatives developed, young people became more involved in project planning and in two authorities were represented on a steering group. In one area, a core group of seven young people was responsible for planning, advertising, designing and handing out prizes, choosing and purchasing equipment and were very much involved at all stages. *"I helped in the planning, deciding what questions to ask. We all worked on this. I also selected some of the tracks". "It was all young people. The librarians didn't organize it. It was us".* They also judged and refereed for competitions. This group meets regularly for each project, sometimes once a week. They also sought to get views from non-library users. In another authority, four young people who were members of the library's teen reading group formed a group following their involvement in the QLP-Y web design workshops. They met fortnightly, looking at activities such as advertising. Another authority had begun to develop a core group of young people who attended more regularly and it was anticipated that they might participate in a steering group at a later stage.

In all areas, project participants were consulted on project development and in one they were also involved in planning workshops. With some activities the original idea was the Quality Leader's, but young people had planning input:

"The ideas were ours. They advised us and we told them, and then we did it ourselves".

"I think it was the QL that thought of the ideas and then we adapted them".

Some young people had also been involved in buying stock for the library and in others they were consulted on what should be in the library. In one authority they contributed to the design of a new library.

Young people interviewed were keen to be involved in future planning of activities, although sometimes they were happy to have options suggested from which they could then choose.

"I think it's better for them [QLs] to suggest and for us [young people] to choose".

5.2.2.7 Partnership working

Two authorities worked very closely with Youth and Connexions and a third worked with them on specific initiatives. In another authority Youth and Connexions did not get involved as originally anticipated, partly because of their own financial constraints and organisational restructuring. This presented a challenge for QLP-Y staff, who

had to seek other partners with whom to work to develop activities.

Projects also worked with other partner agencies to deliver aspects of the workshops and other initiatives. Sometimes it took time for partner agencies to adjust to one another's different working styles and cultures.

5.1.2.8 Monitoring and performance management

No overall central system of monitoring had been established, so there was no common set of monitoring data. Nonetheless, each project kept basic statistics on the numbers of young people attending, some demographic information and details of activities in which the young people were involved.

The projects all collected feedback from young people on their activities. In some cases specific feedback forms had been designed, which also helped to plan further activities or make adjustments to ongoing work in response to comments. In one authority feedback forms also included questions on the library service: for example young people were given a questionnaire asking them about what games and other stock they would like to see in their library, and to name three things they had not known about their library. This authority produced detailed evaluation reports for each project, analysing young peoples' responses.

Quality Leaders were asked to submit regular timesheets to the Project Group. They also completed "Audience Development Activity" forms for each initiative, updates on progress and an assessment of each initiative after it had ended.

5.2.3 Project activities

5.2.3.1 Involvement of young people

The activities outlined in section 4.2 were primarily designed to reflect the expressed interests of young people consulted, particularly in the early stages of the project but also on an ongoing basis. While there were some common themes (for example, computer-based activities), activities varied according to what young people had said that they wanted, or what the Quality Leaders felt would appeal based on their knowledge of potential participants. While, as has been noted earlier, one project had a core group of young people involved from the outset which helped to plan and design activities, in other cases the groups of young people changed (and in some different groups of young people wanted different types of activity).

"And I think working with young people, the fascinating thing about young people is that as fast as you start to engage with a particular group, they are moving upwards and onwards, and it's constantly fluid and constantly changing. So I don't think there's a point at which any work with young people we could say yes we have

cracked it, ...because it is changing all the time, and as fast as you perhaps meet the needs of [a] particular area of interest for one group of young people... another one pops up with very challenging and different needs" (Quality Leader).

In some cases activities were already being put in place, at least initially (for example, ICT workshops): *"because we knew that... it could be done, it was ready to go and that it would start the ball rolling"* (Quality Leader).

While the general age range of project participants was expected to be between 13 and 25, some sessions were open to a more specific age group. In two QLP-Y areas, some younger people as well as those in their teens attended, from the age of around 10 upwards, although they did not take part in some of the activities aimed at the older age groups. For the martial arts activities, young women took part in filming but not in martial arts themselves, although they were invited to participate. It looked *"rough"* according to one young woman. Young people had planned the competitions in one area to cater to both genders: *"we decided to do football and dance mat because that would attract boys and girls",* commented one project participant.

It was also important to recognise that some young people, particularly those who were more socially isolated, were likely to have other priorities and more immediate needs that might require a more holistic approach: *"If you're a migrant young person your biggest need isn't necessarily using the library, it might be bullying at school"* (Quality Leader).

All project participants interviewed liked the activities on offer. The most positive responses related to the initiatives where young people had been involved in planning activities for other young people and those that gave young people a direct say (such as martial arts). Young people were also happy to take part in activities not directly planned by them, however, such as Adobe, web-design and other ICT workshops. Some explained to the evaluators what they were doing: *"The Adobe - you had to make a postcard, you had to make up a science fact but we made a postcard and it is connected to this competition they're having. You have to make a postcard and the winning postcard gets some vouchers".*

In one QLP area young people planned activities according to what they and other young people wanted. For example, a selection of games for competition was chosen by young people, and responded to what other young people liked*: "It's my favourite game. I have been playing it for two months now. I play it on Fridays at the Arcade. I'm really hooked on it"* commented one participant. From observations by the evaluators, young people also had the opportunity to say how they want to get the most out of each session in the workshops in this authority and took it in turns to learn different parts of the film-making process: *"In the filming, we wanted to all do everything so we could have a tutor who explains it all".* Young people described to staff the outputs they wanted from the project, such as t-shirts and trophies, designing and distributing flyers and posters: *"We told [Connexions worker] what we*

wanted and then he went away and ordered them. And with the trophies, we decided what they would say".

In some areas, young people had a say in what they wanted to see in their library. For example, a film project was specifically designed to give young people a voice to make recommendations for their library which would be acted upon. In this authority, having interviewed others, young people felt they had a representative voice:

"We also are going to have say in the new games that are going to be in the library. [X library] is being refurbished, so that is another part of what we are doing for this";

"we had like questionnaires that they [other young people] could voluntarily fill out and most of them filled them out. So we learnt quite a lot about what they want from the library".

Generally, project participants felt that their interests and needs were taken into account: *"Sometimes the things that we ask for, yes they are taken into account".*

5.2.3.1 Venue and timing of activities

The library venue for non-traditional activities was generally considered suitable by participants: *"It's alright. I don't mind doing it there"* commented one young person about use of the library for martial arts. Most venues were easily accessible, but one library was not well served by public transport and was too far for some young people to get to: *"[X area] was a bit difficult for me... it takes me half an hour. It took quite a while. But it's OK. It's Ok for me, but a girl lived in [Y area] and they had to get a taxi for quite a lot because it is a long way to come, but it's still in the borough".* The set-up of venues was impressive and young people were appreciative. In one project, young people were involved in selecting the venue: *"The only reason we chose this venue was because it has a hall upstairs, which is great".*

Most young people found the timing of activities convenient. There was more attendance in the holidays and attendance was more intense for young people in the planning group, but they sustained engagement: *"We had 4 meetings on Fridays for an hour and we went through each thing from the competition board to the screen size".* Some young people come early to activities for set up, but this was not seen as a problem: *"We got here at 4:45. We've just been setting up, playing the games, and doing some video-ing".*

5.2.3.2 Equipment

Project participants were attracted by the equipment and software, which was generally new and not normally available to young people. For example Apple Macs are expensive and young people do not use them and they would not normally have access to software for editing, Garage Band or Dreamweaver software:

"I don't think many people have Apple Macs. Because they are much more expensive than the normal ones".

"most of us don't even have Dreamweaver also".

One issue with equipment was having to share, with not enough equipment to go round. For some groups it was easier to share and take turns than others. The limited equipment available had an impact on workshop capacity.

"I think we had four cameras and there was about seven of us, so we shared one of them between two".

"When we were doing the editing, some people would do one part of the editing in the beginning, the middle and the end, and then we changed roles and we did the music, the background and the lyrics, the end credits, things like that".

"Well, there was four (computers) and they were always busy. And no one was waiting for one. When one person had finished theirs another could go on".

The martial arts equipment, using pads, was seen as good and professional.

5.2.3.3 Tutors

Young people were asked if the tutors were helpful and supportive. Some responded that tutors had experience and some were passionate about their work: *"They were very passionate about it. We had a poet come in.... She has a website which she is going to put their work on from the final".*

Young people in one QLP area felt that certain tutors did not always listen to them. For example, they asked why they could not use some computers in another part of the library and did not get an explanation: *"we've asked them." "they just said no".* Also when sessions were busy they had to wait for someone to help them: *"like sometimes you're trying to get their attention, and then they're just blanking you, doing someone else on the computer, then they go to someone else when you ask them first".* It was noted by some Quality Leaders that young people were sometimes easily distracted and did not always listen, however, and staff could not always respond immediately to queries if they were engaged with another young person, particularly if there were several young people waiting to get access to equipment or needing help.

5.2.3.4 Young peoples' relationship with Quality Leaders

Young people were observed by the evaluators to have a good relationship with the Quality Leaders in workshops. Where a Quality Leader had been the person to

initially engage them, young people tended to associate the QLP-Y project activities with that person. In one authority, the young people who had been regularly involved in QLP-Y activities were observed to have a particularly good 'working' relationship with the Quality Leader. During sessions they were observed to consult with the Quality Leader, and provide support in different aspects of project delivery, including setting up and clearing up after activities.

Young people who had not been library users commented that the Quality Leader was more approachable than the 'traditional' librarian:

"[The staff] are always moaning for just us being there…but [Quality Leader]'s alright"

5.3 Impact of the project

5.3.1 Impact on QLP-Y staff

5.3.1.1 Skills, personal development and the role of Quality Leaders

Two mentors and a sponsor felt that in their authorities the Quality Leader's leadership and project management/organisational skills had increased and this was echoed by some of the Quality Leaders. One said *"it has put me on a strategic level"*. Some Quality Leaders already felt they had those skills and this reflects the differing experience and levels of the Quality Leaders. Learning financial management skills was important for some Quality Leaders. Some also mentioned that they had developed their ability to prioritise when dealing with several projects at once. For some, it was less an issue of developing management skills than being seen as a project leader by others:

"I think it puts me in charge of making something happen. I'm aware of what needs to be done and it's all a question of getting the tools to be able to do the job. So what it gives me is basically a licence to do it" (Quality Leader).

Communication and networking skills had also been developed, as had problem-solving and negotiation skills through dealing with a range of partners/departments and *"being able to mobilise the right people"* (Mentor).

For those Quality Leaders who were less used to working with young people, participation in the QLP-Y project had developed their skills and expertise in this area. Also there had been some acquisition of technical skills, for example through working in new areas of IT.

Rather than new skills, for some it was the opportunity to generate new ideas and personal development, including the confidence to act as advocate for young people's services. Some Quality Leaders did not feel they had developed

professionally, although they might have gained more knowledge and practical experience, for example about the other services they were working with.

"I think I've got to be brutally honest here in that for me there might have been things that have been honed and tweaked, like we were talking about but I've done lots of things before so some of the skills, for me it was very much more about what I can do for young people than about me" (Quality Leader).

One of the main impacts has been to raise the profile of the work Quality Leaders are doing with young people and recognition of the different style of working: *"I think in libraries it's raised our profile. I've been to talk to members about this work, because it's important for them to know what we're doing, but also that we're working in a way that's new and different and the one that they are prescribing in terms of cross-services. So the director of children's services sees this as the way we should all be working, so it's had an impact in that way"* (Quality Leader).

Joint working with other agencies and departments has also had an impact on the role and experience of the Quality Leaders and staff in other services and led to greater understanding and flexibility:

"Where people have done the work, librarians and youth workers understand each other's work a bit more and understand that it needs a different skill set to deliver this agenda in different contexts. I also developed communication and project management skills. It's been a positive experience" (Quality Leader).

5.3.2 Impact on project participants

5.3.2.1 Skills development

Young people were seen to have developed a number of skills as a result of the project. For example, most had improved their IT skills, some had improved reading ability and developed a greater interest in books. Some had also developed their writing skills: *"I asked the young people to write stuff down for QLP news and they've included some of their comments. And they're always willing to put something down on paper. And they're not academic, you can tell with some of them their English is not brilliant and they find writing really difficult, but they still were happy to put something down for us"* (Quality Leader).

There was also noticeable personal development: *"And I do feel the young people have got so much out of it on a personal level. I've seen them blossom. When they first started they were all giggly...We asked them in the first week why they'd come and one actually did say my mum told me to. He dropped out, but his brother stayed the course and really enjoyed it. So you feel...they've not only learned all this stuff, but they've got something out of it personally that they can be really proud of. At the premiere they all brought their parents over to meet me and I don't think they'd have*

done that unless they'd been really proud of themselves. It was fantastic!" (Quality Leader).

"More young people are accessing libraries and more young people see reading as a future activity. More librarians are working with youth workers and vice versa. One youth worker has been reading [a series] to young people in year 10 and 11 at risk of exclusion from school. Many hadn't read books much before and were really engaged and didn't want to miss a session" (Quality Leader).

"....it's given them the confidence to be able to do these things. They were given a broad outline of how to do it and what to do and so forth but what they've developed over the time is...they've gained in confidence...and I think sometimes it's just the actual knowing that they can do something and that sense of achievement.....because don't forget most of these young people are not from privileged backgrounds. They just haven't had the support or the access or the knowledge to be able to access things. Most of them don't have computers at home" (Quality Leader).

The core group of young people involved in developing a film and designing activities had also learnt additional skills, not only technological but also organisational and leadership skills: *"all of the people that have been involved so far have learned, as I was mentioning, the film techniques, all the people involved in the film project learned the skills around that... I mean they were our trouble shooters. So the technology stuff I think they've really learnt a lot about but also the team work, knowledge of the library...they've learned an awful lot I think. And sometimes I think they don't realise that they've learnt anything...So I think that's very interesting as well – that sometimes they don't actually realise that.... they have learned new skills"* (Quality Leader).

Young people interviewed were able to talk about new skills that they had developed through QLP-Y. For example, martial arts were new to those taking part, and different from other sports activities they were used to (such as football*): "Practically all of it really, all the things he taught [were new to me]. How to kick. How to use your fists. How to switch foot".* According to the young person interviewed, it was physically and mentally challenging: *"It [sparring with the tutor] was rough, I was knackered".*

Learning how to use cameras and editing software for the film project was also valuable experience: *"My mates did the music. I concentrated mainly on the filming and editing. It was brilliant".* One young woman age 13 had already attended other film projects, but this was the most intense. She came to the first session and realised it was something that needed a level of commitment. *"It was really good, I really learnt a lot about editing......it was intense, a lot of hard work was put into it. It is more demanding than any other film project I have ever done".*

Young people used new music software: *"I have never used Garage Band. I just*

learnt it here. I like it. It's easy to make a beat". For activities in some of the Liberation projects, there were different skills acquired:

"I learnt how to make a track from scratch"

"How to use the computers to make music with different instruments"

"I made a poem and some lyrics."

"I learnt how to use them, the Garage Band, the Final Cut Express, which is like the editing software for the filming. I already knew how to set up playstations, but some people were learning how to do that. And dance mat, we learnt the games and things like that".

"There was one boy who came in, he made a dance beat on there and he created a routine for it.....into his dance routine he has added the digging, like into the cocoa beans and stuff like that into his dance, to incorporate the Black history month".

The web-design workshops also taught participants new technical skills:

"most of the things he taught us was how to make links and how to put pictures on pages"

"I didn't know what Dreamweaver was until this"

"I definitely have learnt how to alter pictures on Photoshop and I've learnt how to use Dreamweaver and how to create a web-page and hyperlinks".

There were also skills that young people had not articulated, such as increased confidence in performing to an audience. For example, in one session observed by an evaluator, young people were quite self-conscious at the beginning: *"our friends wouldn't do it, we wouldn't do it up on a stage".* At the end of the session, they were able to perform what they had created. The evaluator asked them what had helped: *"Just being able to practise, with the tutor".* The tutor had told them that overcoming shyness was half of the work, the rest was easy.

Other skills and areas of development for project participants both expressed by young people and observed by evaluators included:

- self-expression through a painting, through a website about oneself, through a poem, dance, lyrics, often uncovering real creative talents that young people had not realised they had. Young people were able to explore themes and express emotions through arts:

For example, from a young person's website about himself:

"What I want to do when I'm older: I want to be a policeman to help people, and a lawyer to make a difference".

"His hands were the trees that his children
Would be hung from.

His birthmark was the brand his owner gave him.

His tongue was the roaring flame of
The village camp-fire, that would never
Warm his hands again.

His dreadlocks were the spitting whips
That stung his skin (skin, skin, skin, skin- echoes).

His skin was a creased map that would never
Lead him home.

His eyes were like boats traveling from place to place.

Every boy owned his body.
Every girl owned his face."

(lyrics to a song written by young people)

Additional skills were:
- social skills- meeting new young people from other backgrounds, introducing themselves, introducing their area. For example, a new arrival to the UK made new friends and learnt about the local school while working on his website. Young people exchanged experiences of life in their countries as they worked on the 'where I live' section of their web pages;
- young people being given choices to concentrate on different skills within more mixed activities, for example for Liberation. Some could focus on dance, others on poetry, or on organisation;
- organisational skills: *"You are learning more about organising events";*
- one young person mentioned typing skills in addition to learning about new software;
- Presentation skills. Although not expressed by young people, this was observed by evaluators to be a skill that young people were given the

opportunity to develop within QLP-Y activities. Young people in one authority were asked to present questions to the mayor. In another authority, young people were asked to present what they had done to an audience.

5.3.2.2 Other impacts

One of the major achievements of the project was helping participants to feel more comfortable within libraries:

"I think what the project has done... is to increase confidence for young people that initially would scarcely darken the doors of the library because it is a place where everybody goes shush or so they believe, because that is probably what the school librarian did. ...It's that making people that wouldn't otherwise feel comfortable in a library setting comfortable. And I think that is probably the final positive to come out of this". (Mentor).

"What was interesting was, I went to the [presentation], and there was a bunch of young people hanging around outside, and while you normally think they're there to cause trouble, terrible stereotype, they were waiting to go in and use the services they had [helped to develop]. And that's the big difference" (Mentor).

"I liked the way that you have your freedom to do what you want, like if you want to look at a book, you don't have to ask for permission, or if you want to talk to someone, you don't need to get shutted up" (project participant).

Young people are starting to see libraries as 'fun' places, rather than just reflecting the traditional negative stereotypes:

"Going back to the evaluation forms, one thing was to name 3 things that you know now about the library that you didn't know before, and I'm really pleased at what we got back. They've nearly all put something. Play games on the internet, get CDs, they are people-friendly, got lots of resources, they can be fun" (Quality Leader).

"And in terms of the young people who have just come along to the events, I hope that they've begun to see libraries as something other than boring gothic buildings that have a load of mouldy old books in. That they are actually fun places where you can come and you can join in activities, you can learn things, you can use new technology and actually they've overcome the stereotype of the staff as well, that the people have been working on these projects have been really interested in them and wanting them to be in there" (Quality Leader)

"Children spent more or less all their summer in the library [as a result of the workshops]. I think that's important. And they are not shy! And I haven't forced anyone. They came in. They enjoyed it. They came back because they enjoyed it and we made them feel really comfortable" (Quality Leader).

Another important development is that young people are starting to see the library as a community space where they are welcome, whether they take books out or not.

Young people have also made new friends as a result of QLP-Y and in addition to new skills, they have gained experience for future career prospects, developed new interests and have an overall sense of achievement:

"I just though they're just doing something to keep us off the streets. But then we all got our own certificate. Even the girls got one, and they didn't even do it!"

"It feels good- to have burnt my very own CD".

5.3.3   Impact on services and wider organisational context

5.3.3.1 Service improvements

One of the key impacts is that library staff are starting to think about putting on services that better reflect young people's needs. The slow pace of change and budgetary constraints mean that this development is at fairly low level and incremental, but there have been some visible changes:

"The project has made services more responsive to the needs of young people and has elicited a different reaction from librarians in their approach to young people" (Quality Leader).

"QLP has been useful and done a lot for us here in terms of how we work and what we're able to deliver" (Mentor)

"I think we're able to do innovative things that we perhaps wouldn't have been able to do.... we've really been able to focus on what we've been doing in this area. So what we've been able to do using external funds, we're now mainstreaming. So the [name of] workshops, for instance, are now going to be part of our offer" (Sponsor)

"I think also we can say in each authority some new things have taken place with young people as a result of QLP-Y. And that wouldn't have happened without QLP-Y, so that's got to be a positive thing" (member of Project Group).

Some project participants also felt that there had been, or would be service improvements as a result of the QLP-Y activities they had been involved in. For example, a member of one of the project steering groups felt that the views of young people were going to be acted upon. The refurbishment of the library reflected young people's views:

"we showed it [film] to all the fancy people in suits in X area, like the mayor, the head of libraries, some old people in suits....We were telling them how we think the library

should be.....They are refurbishing the library now [taking our views on board]".

Sustained activities will also encourage young people to use the library more, according to one project participant:

"these [competitions] make people want to come in and see if there is anything going on. And they were thinking of not doing these competitions like once every three months, but they were thinking of doing them every year, with something going on every month. So these competitions, like the playstation, could be every month".

Involving young people in planning and decision-making will ensure that provision continues to be what young people want. One participant commented that the main success of the project was: *"That they have let the young people organize it. Because if the old people organize it, like the adults, it might not necessarily be what the kids want, and it could be more about what they want. We wouldn't like it".*

5.3.3.2 Increased library membership or usage

While not all project participants had been non-users of libraries previously, the Quality Leaders felt that the project had increased use of libraries by young people and drawn in some people who had not been members:

"The majority of people that have engaged with QLP were non traditional library users and have joined the library as a result of the project".

"We asked them 'have you joined the library because of [the project]?', and it seems to be coming back that they were already members, but there was one who hadn't used the library for several years and for those who were already members it refreshed their memory and maybe they'll use it more often. All said yes to the question whether they'll use the library more as a result of the project."

"It's certainly brought them into the library. Seeing us as more approachable. Seeing different students on the high street, and I'll smile and say hello. So seeing a friendly face when they come into the library. It's not coming into a hostile environment. There might be people there that they recognise. I think that's quite important, because it's like…'if I go in there will I just be seen as a stroppy teenager', that sort of thing, and that's not the case."

"[they were] Mainly non-users. They had particular views on what a library isn't! And what the barriers were.... and all are now members of the library. They have a lot of criticisms about the library, but they're all members and some are borrowing….it's kind of begrudgingly" (Quality Leader).

For young people interviewed, sustained library attendance beyond QLP-Y was questionable for those who had been non-users prior to attending QLP-Y activities. This would depend on activities continuing: *"If they do more competitions, yes [I'll*

use the library more often]". Library users said that they would continue to go to the library (some not to take out books, but to use the space and computers).

Increased usage of libraries could also bring challenges to ways of working, as with the group of young people involved in the design of a new library: *"I think it's fantastic that those young people…that is THEIR library…to the disgruntlement of some other users. But the library staff don't know how to manage it. They don't see it as a success, it's more a chore, because they just see it as a problem"* (Quality Leader)

5.3.3.3 Impact on other staff and cultural change

Although there are still many challenges, QLP-Y is seen to have started to raise the profile of work with young people in library services:

"So it has educated a lot of our other staff, one in how nice it is to have young people in the library, they're not all going to run riot and cause a scene, but the other is that it would be beneficial if I spent time doing these projects rather than sitting on ref for 3 hours. So there's been a lot of education through the first project" (Quality Leader).

"And certainly staff are requesting training, specifically for training re young people, [which they haven't before]. So that's really positive too". (Quality Leader)

After a set of workshops was based in the library: *"I think the staff just began to see that these young people were – they knew their way around. They knew where things were. They were approaching other young people and talking to them and they were actually having a really good time without doing anything that they saw as dangerous, frightening, threatening or scary. And now when they see them, they're not panicking now. They might still not be embracing them but they are certainly much more willing to have them in the space and not expecting them to behave badly. So that's been a very, very positive development"* (Quality Leader).

It was recognised by respondents that there is still much work to be done to change the culture within the service. Despite this, some respondents did feel that QLP-Y work had started to become integrated within local decision making: *"Yes, it's embedded. The group that the QL works with has been embedded, and I wouldn't expect that to end with the end of QLP. We have made a lot of contacts and we have a lot of partners as a result of QLP, people that we weren't working with before, we will seek to work with on a part-time or occasional basis in future. So that is very powerful"* (Mentor).

"It certainly appears on the business plans for libraries. ...QLP talks in a language that is very difficult for people to refuse really. How do you not take up this offer of engaging with young people. It's not megabucks, and it is not easy to do it but I think with QLP the process is more important than the funding really…. But QLPY has

helped get some strategic things done like the [workshops], the fact that we are engaging young people and they are taking control, the idea is semi-official now. It has given a certain amount of credibility to any youth work that we do. I know the sponsor uses QLP as an example of an innovative thing that we are doing" (Quality Leader).

It was difficult sometimes to see whether QLP-Y itself was making an impact or whether other forces were driving change: *"Unfortunately I think there are greater political forces at work that probably govern kinds of decisions like opening times, that are a bit beyond our control to determine. Where it has had an impact, without the QLP stuff I don't know whether we would have been making a decision to put that in [another] bid. But as I say it competes with a lot of other reasons for doing things that are financially-driven"* (Mentor).

Nonetheless, QLP-Y was seen to make an important contribution to developments within libraries and could enhance processes that were already in motion:

"I think our organisation was changing anyway. So this probably contributed. Essentially what we do is look at what the customer wants. ....And this, in terms of enabling us to communicate more effectively with our customers is excellent. It's if you like enabling us to deepen our approach. So it hasn't changed the culture. It's allowed us to move with the culture" (Sponsor).

5.3.4 Impact on partnership working

All respondents in the local areas felt that partnerships had been improved or had developed as a result of QLP-Y. One of the main partnerships in three of the areas was with Youth and Connexions, but there were also partnerships with other services/providers, e.g. local schools, companies, taxi firms, VCOs, other departments in the authority and public service providers. Three projects had worked to an extent with groups or individuals working with asylum seeker and refugee young people.

"I don't think that's debatable [that QLP-Y has increased partnership working]. I don't think that would have occurred much before" (Sponsor)

Members of the Project Group also commented on the unanticipated outcomes from the project, particularly partnership development: *"...there are new connections between youth services and librarians that before didn't exist, which in itself is already a success. Because at least there is a basis that wasn't there before, to build on it and develop services and to have a collaboration between the youth services and libraries and do something in the library with youth workers that wouldn't have happened without QLP"* (member of Project Group).

Joint working has also increased capacity and affected service delivery in some instances:

"I suppose the biggest impact on us as individuals or as a service has been in our relationship with [youth services]. And in that way it has built capacity, because I've actually got a meeting with one of their managers next week to talk about drawing up an agreement re joint working" (Mentor).

"I think it has affected it in terms of awareness and that informed debate in terms of the future of libraries. So if I was thinking about the structure of how we work with young people, we're moving towards the integrated youth service as well, with Connexions. I think there are an interesting series of developments to be engaged in there over the coming months. That's all happening now" (Sponsor).

5.3.5   Other impacts

There was general agreement that the project had provided added value in terms of the work at local level, in that it had given an impetus to try out new initiatives and approaches, with a small amount of funding available: *"Undoubtedly it has been a lot more effective than other areas that we have been involved in. Because it has given funding that has allowed us to experiment and try new things. If we had been looking at core library funding, then I think everything would have had to justify itself directly, in terms of how this serves the library agenda. So it has certainly allowed us to explore. It has allowed us to take some risks. And try different things. See what works, see what doesn't. In a freer environment than we would have found ourselves otherwise".*

This was echoed by other respondents: "But it just gives you that luxury to be able to experiment and be dangerous and if it goes pear shaped, well, so what, we tried and it failed, we'll do something else. We'll get it right sometime. But we just can't do that with the bread and butter of the day to day library service" (Quality Leader).

For authorities, the overall project could be quite costly, taken in context of their usual expenditure and taking into account the time of people involved, but the results were worth it: "So it works out as probably more expensive than anything else we've ever done, but it's also probably more effective than anything else we've ever done" (Mentor).

Participants locally felt that overall, the project had met the expectations they had expressed at the outset, particularly the elements of consultation with young people, starting to change service provision to reflect services that young people wanted and generating debate about changes to delivery:

"It's been hard work but it's been very positive. It's provided a focus that perhaps we didn't have before" (Mentor)

Staff working on the QLP-Y initiative had certainly felt the benefits for themselves:

"And I'm just really grateful to them for giving us the opportunity to get involved, I'm just loving it!" (Quality Leader).

5.4   Challenges, gaps in provision and action to address these

5.4.1 Time constraints

In the early stages of the project, as was observed in the interim report, one of the main challenges to meeting the aims of the project was ensuring that the time was available. This became generally easier as staff settled into the project and others in the organisation became more aware of their role and the benefits of the QLP-Y project, particularly after local dissemination activities.

Other responses to address this problem included involving others in the organisation or other partners to ensure the Quality Leader was not taking on the entire burden, as well as timetabling QLP-Y work.

"Initially it was tricky, but when people started to see what was happening and saw me dealing with these groups of young people every week, they saw I was doing something beneficial, and the person who does the timetable....when she started to see in practice the fruits of my labour she started to give me more time" (Quality Leader).

Where QLP-Y was written into local business plans, this also gave an impetus for allocating sufficient time to the work in order to demonstrate outputs: *"we're lucky that it's in the service's business plan, so there's no opportunity for shirking, because we have to produce results for the authority as well as QLP"*, noted one Quality Leader.

On reflection, the idea that an entire two days per week would be allocated was seen to be over-ambitious by members of the Project Group: *"Originally we thought if they ringfenced some time [for the QLs], that would be two days a week, where they can be removed from their current organisational pressures and constraints and focus entirely on QLP…. That doesn't seem to have happened and maybe that was unrealistic".* Nonetheless, the Quality Leaders ensured that the activities they and young people had planned were delivered, through fitting QLP-Y work into their other duties and also working different hours from usual (because of the nature of the activities and the availability of service users, quite a lot of QLP-Y activities spilled over into the evenings).

One challenge that was mentioned earlier was that backfilling for other duties was not always put in place within the establishment and this certainly created additional time pressures for some Quality Leaders that did not appear to have been addressed.

5.4.2 Accessing and engaging young people

Most of the projects engaged young people who had not previously been library users. Nonetheless, there were some gaps in provision. For example, while some authorities were successful in engaging refugee and asylum seeker young people, others found this a challenge, particularly if they had not succeeded in developing links with partner organisations working with refugees and asylum seekers. One project had tried to work with a group of teenage mothers and found that there were problems with engagement due to other commitments.

Project staff were aware of these gaps and had plans to address these, through further partnership work and also going back to young people who had originally expressed interest, to find out what the barriers were to participation. Developing services aimed at specific groups, in order to address their needs, was also an option. It was recognised that engaging some groups of young people can take time, particularly as relationships of trust need to be built up before bringing them into activities.

Travel could also present difficulties for some young people and having to move out of their immediate area was discouraging for some. This had begun to be addressed through taking activities out to a wider area, although there were resource constraints that needed to be taken into consideration.

In some cases, there were problems of falling attendance from young people, which is not at all uncommon with young people who have not traditionally been engaged with services: *"The thing with youth work is we all need some outcomes, frameworks and targets, but young people will just turn up or not. We can't control that and that's just the nature of the beast"* (Quality Leader). Some young people attended spasmodically. When asked about reasons for their non-attendance, some interviewees cited work experience or studying for exams as the main reasons.

Another Quality Leader referred to the difficulty of engaging some young people in a steering group: *"Our best bet was [a group discussed earlier], but they have a very short attention span and they only want to get involved in certain things for a certain amount of time, and that was a learning curve for me. They're quite happy to make suggestions, but there are only certain things they will contribute to in terms of their time".* In the authority which had had young people on a steering group for some time, most had already been library users and were not necessarily the target group for QLP-Y, although they had been instrumental in bringing in young people who were not traditionally library users.

Young people interviewed who were not traditionally users of libraries had a view of the library as being generally boring and the main service of loaning books was not appealing. Some described their view of library services, which could act as a disincentive to participation:

"Boring. You've got to be quiet"

"I'm not interested in books"

As the project progressed, members of the Project Group began to understand the challenges Quality Leaders must face in engaging socially excluded young people and bringing them in to a library: *"It's one thing to talk about all these bright ideas, but if you haven't got the support then it is very difficult. And of course a lot of young people, especially who are socially excluded etc, wouldn't go into a library. Or it would take a lot, a lot more than these workshops. You'd have to build trust and the process can be very lengthy, not just these DJ workshops, you know. The relationship building would have to take place before those young people would even set foot in a library, no matter what is going on"* (member of Project Group).

Thus although sometimes the numbers engaging with the project appeared to be relatively small, even these were significant given the context: *"...during the project a major report was published how people aged 18-35 don't engage with libraries, they've lost the kind of habit, and some young people, whatever you do with them, won't use the library, so there's that reality check there and also makes even small numbers of young people using the library significant....So even limited success should be celebrated"* (Mentor).

A representative from the funding organisation also stressed the importance of recognising the value of what might appear superficially to be relatively minor outcomes and that these findings were in line with other evaluations of comparable programmes: *"Reading through reports, it is clear that small but significant steps have been made.....Set-up takes a very long time indeed and there's a need to build on and celebrate the small steps".*

5.4.3 Organisational systems and structures

It was recognised at the start of the project that there were considerable organisational barriers which presented challenges for the effective delivery of the QLP-Y project, particularly in relation to financial systems.

"...there are so many individuals to get to or to speak to before you do something, without upsetting the delicate hierarchy that there is in organisations, so they were the barriers" (Quality Leader).

The bureaucratic obstacles locally were sometimes seen to be added to by the wait for approval for initiatives centrally, which as was noted earlier could be a disincentive for young people who wanted more immediacy:

"...you can't promise things that you're not going to deliver. That's one thing about this money aspect of QLP. They [the young people] decided that they'd like to develop a wall mural. So they want to do that almost immediately. But what we have

to do is present that to the QLP team in London, who will either say yes or no to that. And then we have to go back to the young people and say, that's OK or it's a different group of young people now, not the same ones who asked to do that" (Quality Leader).

As was noted earlier, some Quality Leaders had found ways of addressing these delays, through contacting a member of the Project Group directly rather than waiting for written authorisation. This could speed up the process considerably, although sometimes there might still be issues that required clarification.

There were also problems with internal IT systems, which were often out of date and unable to cope with the new software introduced for young people. Gaining access to the internet was also an obstacle to be overcome before developing activities for young people and in some authorities this required the purchase of new equipment to run the software and provide web access, which also created delays in running certain activities. For some activities, such as the martial arts workshops, there were health and safety and insurance considerations to be taken into account before the workshops could take place. *"But administratively it [the martial arts workshop] had an absolute mire of difficulties. Simply because it is taking on someone who hasn't worked with the council before. It was sorting out all the difficulties around health and safety and insurance, and somebody with an employment background which didn't quite fit the pen picture of the city council"* (mentor). One Quality Leader mentioned the need for Criminal Records Bureau and other checks for new staff or people involved in delivering services to young people: *"We really don't have the flexibility that the private sector has, where if somebody has an idea they just go with it. Here there are so many things rightly or wrongly that you have to take in consideration"*.

It was recognised that change in libraries is slow and that new initiatives can take some time to be implemented, particularly when they represent a significant shift in approach to delivering services:

"We have been changing gradually over the years, but it's quite traditional what we provide. It might now be traditional with some coloured bean bags, but essentially it's what library services have always been. And in terms of what [young people] actually need, the mismatch between the two is probably colossal" (Mentor).

One authority found the length of the project challenging because of all the organisational changes locally, which presented problems in terms of the ability of staff to commit their time at particular stages. This was not echoed by other respondents, however, and the Project Group felt that initiatives such as QLP-Y needed sufficient time to get established, because of the time needed to put systems in place.

Local organisational and other obstacles also meant that more support appeared to be required from the Project Group than had originally been envisaged (particularly those going out on visits). One Quality Leader commented on the value of the

support from the Project Group in terms of providing advocacy at local level for the project, which, along with the work of the Quality Leader, meant that *"youth work for libraries had become an agenda item".*

5.4.4 Working in partnership

While some partnerships worked extremely well, in some cases local projects had experienced difficulties with some partners not engaging with the project as anticipated.

Sometimes there were problems encountered when working with other partners, for example getting in contact with them and ensuring that they were able to deliver: *"Getting people to deliver what they promise. The problems have all been with adults [e.g. delays, people not doing what they said they'd do]. The young people have been incredibly flexible"* (Quality Leader). On some occasions partners pulled out from the project part-way through and this could create significant delays in implementing certain initiatives.

5.5 Future directions

Most authorities had visions of mainstreaming at least some of the activities and certainly continuing to use the equipment with young people in cases where this was purchased as part of the project. If possible, they wanted to start rolling out the activities in other parts of the authority and maybe involving a wider range of people in delivering, e.g. through training other staff. Some activities were seen as more sustainable than others (for example, martial arts may be too expensive, but IT is continuous and ongoing in one authority). There were also some ongoing activities as part of QLP-Y, such as the Liberation events.

Some authorities were exploring the possibility of further funding such as the Big Lottery Grant to sustain activities. Partnership was seen as important in sustaining activities. Revisiting the original consultations and reflecting on the processes and challenges was also seen by some as a useful step prior to planning further activities. Some authorities planned to engage in further consultation. Most were considering ways in which they could reach out to a wider range of young people. It was also highly important to sustain momentum with the groups of young people who had begun to engage with the projects. This required commitment at a senior level:

"To make sure that all successful projects that we have done- that there is an opportunity for young people to continue doing those, that we don't just have a few isolated things and just say "well, thanks for coming and see you in the next life", or whatever. It is good to keep that thing going, and to keep that momentum up. Because yes, we have kind of promoted the library as a cool pace to be, but we need a place that is cool for more than three weeks....The people above us will have

to decide what priority they are going to put on youth work, because if they are serious about it, they are going to have to put the money there. It's also about making sure that all library staff are listening to young people" (Quality Leader).

Some authorities felt that they were already heading in that direction and that where QLP-Y initiatives had been seen to have worked, they were becoming integrated in other provision within library services or with partners:

"It's being mainstreamed now. For instance, [QLP-Y] courses taking place. Basically that's been mainstreamed in partnership with our learning division. And so that's been put across in that way. [Other courses] have been mainstreamed with a partner body, who we're bringing in to carry on this work.....we're picking up the themes in a variety of ways. So they are already being mainstreamed. Really as soon as they are hot off the press and have been approved, they are being mainstreamed" (Sponsor).

There was an ongoing need to raise awareness amongst other staff in order to make libraries more receptive to young people. To some extent, QLP-Y had begun the process of demystifying work with young people and reducing the fear experienced by some staff, through the processes of familiarisation described earlier.

If the QLP-Y project were to continue with a similar overall structure, there would need to be much clearer aims and outputs and more transparent processes, with participating authorities being more engaged in central planning. More straightforward and flexible financial systems were also advocated. Now that the project had been running for some time, there was also an opportunity to promote its achievements to more people: *"You can say, "If you want to improve your services for young people in your library, try to use this programme. It has worked somewhere else and we don't see why it shouldn't work in your library but you have to commit, not so much financial resources, but staffing, working hours and so on"* (member of Project Group).

There is also an opportunity to share good practice and learn from other initiatives elsewhere. As one Mentor commented: *"certainly knowing what has worked and where it has worked and how it's worked and in what context, you might have liked to consider things…And even more importantly where things have gone horribly wrong, we're always less prepared to share those ideas. But obviously a lot can be gained by discovering what has gone wrong for people".*

The young people themselves felt that there was a need in future for more equipment and tutors for activities:

"Sometimes there's too many people and sometimes when you need help you have to wait"

"I think we need more laptops"

"Another thing that I don't like is that you have to share a memory stick if your work is on the same memory stick 'cause that can be annoying"

"And plus... when you're there and someone else is doing their work, you have to wait and you do nothing. And what should I do?"

"They need more facilities, they need more laptops, they need more…more".

In order to sustain young people's interest and involvement in the library, they wanted to see more activities such as the martial arts workshops, internet access and up-to-date computing equipment and software and more modern facilities generally:

"Like the one in X which has been done up, like it has got a café' and everything in it. And it's not like a normal library.....It's in like a shopping centre and it looks like a massive café' type thing. It's all glass. It's really good"

"They [other young people] want it to be more modern. They want it to be a better place to go, and I know they said it in the last project, not somewhere where most of the librarians are like over eighty. Even though they are probably not. And they all frown at young people when they come in there, like 'what are they doing there?'"

There was also a suggestion that having some young people involved in volunteering or working part-time as library staff would encourage more young people to venture into the library.

There was seen to be scope for each authority to develop services that reflected the local context and diverse needs of young people locally, rather than necessarily remaining with a common structure for delivery.

6   Main learning from the QLP-Y initiative

It is clear that while there have been many challenges in implementing the QLP-Y project, there have also been many achievements to celebrate, particularly the benefits to young people participating in the project, the small but visible changes to the library services hosting the project and the valuable experience and sense of satisfaction gained by the staff running the project in each area. There are also several lessons for future delivery and these are discussed below.

6.1   Meeting the original aims of the project

The original aims of the project were very ambitious, particularly that of bringing in change and innovation to public library services. Nonetheless, the QLP-Y project has certainly contributed to a move in the direction of positive change in participating authorities, with a greater degree of receptiveness to the needs and expressed

wishes of young people and in some cases to the participation of young people in planning and designing services.

Although only a relatively small proportion of young people in each area have participated in the project (due to the constraints of the project and staffing resources), this has been an important development and there is some evidence that word-of-mouth publicity is starting to help a wider group of young people see libraries in their area in a different light. The challenge will be to bring in the communities of young people that are harder to reach. While some project participants have been non-users of libraries and in some areas are from groups that have traditionally not been reached by their authorities, the numbers are relatively small and it was acknowledged that there are many groups of young people out there that have not yet been contacted or brought into provision. This relates to a much wider issue of participation, however, and it is clear that much more needs to be done to improve provision more generally.

There were some extensive consultations initially with young people and some are ongoing. Some were formalised through involving young people in steering groups and developing feedback forms, but there were also informal consultations. Young people were more involved in planning and delivery in some authorities than others (although it should be noted that projects were more successful in involving young people at this level who were more familiar with libraries and learning; and there are significant problems in engaging young people in the planning process when they are less confident and have not developed relationships of trust with staff).

The QLP-Y project has certainly led either to an increase in partnership working, or a deepening of relations with partners in the participating authorities. These partnerships have also increased capacity and the knowledge and expertise brought to initiatives.

It was noted that Quality Leaders had different levels of experience and thus the skills development element of the project may have had more meaning for some participants than others. Without a clear baseline and a mechanism for assessing skills development, however, it is not possible to quantify the extent to which specific skills have been gained through participation in QLP-Y.

Nonetheless, while not all of the Quality Leaders have necessarily developed new skills through participating in the project, all appear to have become more proficient in areas such as project management, leading teams of different staff, networking and partnership. More importantly, perhaps, has been the personal development of the Quality Leaders and the sense of achievement they have gained from the project, particularly through the relationships they have built up with the young people participating. It is perhaps worth noting that some of the Quality Leaders commented that young people do not always recognise how much they have learned and developed and this may also be true of some of the staff delivering the project, which was borne out by the highly positive comments of their Mentors and Sponsors

on their progress.

It is debatable whether the project has met the aim of "increasing social cohesion by encouraging inter-generational work and by encouraging different communities to work together", but this may be seen as a longer-term ambition. The project has certainly stimulated debate about the need to effect longer-term change and this important in itself. There is also some evidence that certain initiatives are being mainstreamed.

While it is recognised that the pace of change within the service is relatively slow, it can be said that the QLP-Y project has made a small but significant impact at a very local level. Whether the learning from the project can inform developments more widely and help to overcome the not inconsiderable barriers to progress is a question that remains.

6.2   The challenges

The time taken to implement the project and get some initiatives in place was seen as a challenge by some participants. There were quite extensive consultations with young people locally, however, which needed to precede the design and delivery of activities in order to ensure that they reflected as far as possible what young people wanted and needed.

Engagement of some groups proved problematic, particularly those who were most hard-to-reach or within communities which traditionally did not access libraries. Nonetheless, young people who were not traditionally library users have been reached in all areas. Building up relationships of trust takes time and persistence and partnerships needed to be set up with organisations and groups working with certain communities of young people, such as asylum seeker and refugee young people, before the young people were ready to participate in initiatives. These partnerships were more developed in some areas than others and it was recognised that further work needed to be undertaken to reach a wider range of potential participants.

There were also challenges of maintaining attendance. Sometimes engagement may only be for a short period of time, for example if an initiative is meeting specific needs that are then addressed. There are often other priorities for some young people, for example for teenage mothers, or for asylum seekers preoccupied with status issues and more basic needs such as accommodation; and engaging with library services may come low on their agenda. Nonetheless, some small but important developments were observed. These include young people starting to see Quality Leaders and other library staff as more approachable, which can take some considerable time because of previous experiences or expectations.

While partnership working was positive in all areas, there were also some

challenges, not only in setting up partnerships, but also building and maintaining relationships. Sometimes partners could be unreliable, which could create delays in delivering certain initiatives (and in some cases led to the initiative having to be cancelled). Mentors and Sponsors can play an important role in facilitating partnership working, particularly at more strategic levels.

QLP-Y has led to a need for participating staff to be more flexible in relation to working hours (e.g. working at different times from normally), but this could also present a challenge in some venues. Despite time constraints, Quality Leaders have been creative in ensuring that adequate time is given to QLP-Y work to make sure that the initiatives are implemented. Bringing in other staff to help with specific activities has also helped. Some mechanism for backfilling certain tasks would also help to ease the pressures on Quality Leaders, although it is recognised that it might be difficult to put these in place due to budgetary constraints.

Reorganisations can place considerable obstacles to delivery, but such is the commitment of staff that they have managed to maintain QLP-Y activities at some level despite the pressures (although in one case changing job roles did mean that it was not possible to sustain the project in the same way). This emphasises the need to have additional back-up staff who can continue to deliver elements of the service if some staff leave or are unable to continue.

The bureaucratic obstacles to delivery were noted earlier. In summary, these might be local, particularly with issues such as IT systems not being up to speed and also the need for more checks and form-filling to comply with local authority requirements. Some delays in funding or approval for initiatives centrally could add to the problems and this highlights the need for simpler and faster, more efficient systems based on an assumption of trust.

6.3   The achievements

As was noted in section 6.1, there have been some significant steps towards achieving the aims of the project, but there have also been a range of outcomes which may not have been envisaged in the original design of the project. QLP-Y has raised the profile of work with young people in libraries in many ways. In summary, some of the main achievements of the project have been:

- skills development and personal development of young people participating in initiatives;
- young people seeing libraries and (some) librarians in a different light, feeling more comfortable going in, especially because of friendly faces, recognising that they can also be 'fun' places (although not everyone was as receptive to reading);
- some skills development but more importantly personal development of Quality Leaders, as outlined above;

- the Quality Leaders being seen by other staff as having authority in this area of work
- other staff starting to change their attitudes/approach (although it is recognised that there is still scope for much more development in this area);
- young people being more accepted in libraries, with some areas specifically aimed at teenage young people;
- starting to bring services generally more in line with young people's needs (rather than marginalising/isolating them);
- young people beginning to take some ownership (of libraries they have designed, organising activities, choosing stock);
- different technologies and more up to date stock in some libraries;
- QLP-Y enabled authorities to experiment and take risks they would not otherwise have done, thus speeding up the process of change in some areas. It also gave an external impetus to deliver;
- Where there have been successes, they are now being mainstreamed into future provision in many cases, either in libraries or through partners;
- Increased or enhanced partnership work.

It should be noted that it is not always clear whether QLP-Y is driving change or contributing to it. From the study, it appears that it is more likely to be the latter, but this is also important, as it helps to speed up some of the processes. The external impetus provided by QLP-Y and the central project team certainly helped in the implementation of new ideas and services designed to bring a wider range of young people into libraries.

6.4   Lessons for the future

It is important to bear in mind that the project was a new initiative for all participants, both locally and centrally, and thus as with any project there were bound to be issues relating to communication and establishing and becoming familiar with systems that needed to be addressed as the project developed.

6.4.1 Overall management, organisation and processes

While there were many systems in place and the Project Group felt that they had explained these at various stages during the project, it was clear from interviews with respondents in the participating authorities that some of these were not as transparent as they might be. It is recommended for future projects of this kind that there be clearer aims and expectations, with all partners signing up to these and understanding their respective responsibilities and roles. These should also be reviewed periodically, to ensure that the aims are being met or that barriers to progress are being taken into account and where possible addressed. There should also be commonly agreed processes which are as simple and straightforward as possible.

While there were differing notions of what the central role of the management group should be, it is felt that the optimum approach should be a 'light touch' management style, which is as participatory as possible, with the main role for the coordinating organisation being support and guidance. This also means, however, that participating authorities need to take greater ownership of the project and thus the conditions for participation should be as explicit as possible in agreements from the outset.

It is also recommended that systems for drawing down funding for local initiatives should be as straightforward as possible, so that delays are kept to a minimum and local projects have a greater degree of autonomy over the management of their project budgets. While it was noted that some Quality Leaders had found mechanisms for addressing waiting times for approval, it should not be necessary for participants to find 'ways round' agreed processes and thus these should be as straightforward and transparent as possible. While forms need to be kept simple and flexible in order to suit local circumstances, however, there is also an onus on project staff to be clear about what they are proposing and how they intend to deliver activities – this is a crucial area where support in formulating proposals is an important component of the overall coordination role. It was also noted earlier that there is a need to achieve a better balance between administration/paperwork and project delivery.

6.4.2 Staff development

It was noted earlier that the Quality Leaders have different backgrounds, experience and job roles. This can impact on the extent to which skills are developed, although all felt that they had developed some skills and certainly benefited personally a great deal. For future programmes of this kind, it would be helpful to be clear about whether a particular level of expertise is envisaged in order for Quality Leaders to gain the maximum from participation in the programme, in terms of skills development. If the acquisition of certain skills is a pre-requisite for the programme, then there would also need to be an explication of which skills these are and how to measure their development from the outset. Alternatively, it may be more appropriate to tailor local projects to the staff who are best placed or equipped to deliver the programme, which would necessitate dropping the expectation of skills development across the board.

It emerged from the evaluation of this project that the 'learning' mechanisms put in place were not taken up extensively by participants. While in part this related to the time constraints discussed earlier, it is clear from comments that many participants felt that there was a considerable degree of repetition and duplication in the forms that they were required (or could opt) to complete. It is suggested that further scrutiny needs to be given to these processes, to ensure that staff both centrally and locally are obtaining the maximum benefit from them. Some respondents commented that the documentation often related more to performance management than a true process of action learning and that processes might be improved to

reflect a mentoring relationship built around professional development and reflective practice. While there is a need to monitor outcomes, it is recommended that systems for monitoring performance be kept separate from learning mechanisms, both centrally and locally[11]. In some instances the Mentor did not have a line management responsibility for the Quality Leader and this was seen to facilitate constructive dialogue focusing on the QLP-Y project without the intervention of other management issues.

6.4.3 Reflecting the local context and young people's needs

The diversity of local approaches reflected the different contexts and needs locally. It is important that projects are as flexible as possible to the area context, consider what young people want, take into account existing local provision (i.e. the starting point of the library), what is feasible and what can be delivered effectively. Some initiatives may not be seen as particularly 'innovative' in a more general context, yet this may not necessarily be what is needed at a local level, or it might be the case that what is considered innovative in one area may already be established or underway in another. There may be particular barriers for rural areas (such as the wide spread of the area, transport difficulties) that need to be taken into account. Even in London boroughs there might be transport problems which could be a disincentive or expensive to address.

Meeting young people's service needs is a challenge that involves great cultural change, which should not be under-estimated. There is a need for authorities to be flexible to respond to the challenges of providing a service that young people will find attractive and useful, even if it means changing the role of the library as a community space and the role of library staff.

While young people had become involved in project delivery and planning in some areas, and this was reflected in their positive views of the project, there was scope for further integration of young people in processes, to enable them to take greater ownership of initiatives and provision and to act as advocates for library services.

The project has highlighted the importance of providing equipment that young people cannot necessarily access at home – for example computers are very important to some young people and helped them in doing other work such as preparing for a future career. It is clear from comments, however, that the amount of equipment suitable for young people's needs is currently quite limited and consideration needs to be given to improving provision.

It is important to sustain momentum at local level and not lose the groups of young people who have already become engaged and this remains a major challenge for participating authorities. There is certainly scope for widening out the initiatives – for

---

[11] Recommendations for a framework for monitoring and evaluating outcomes are presented in Appendix II in this report.

example, approaching more young people, especially the communities seen as harder to reach, but it is also important that existing provision through the QLP-Y project becomes embedded in cultures and service delivery and that staff are trained to deliver services that are responsive to diverse groups.

6.4.4 Recording and assessing outcomes

It is felt by the evaluators that outcomes are more important than the actual time spent on activities and thus systems should be in place from the outset for recording these, as well as clarifying common outputs and how these should be measured[12]. Nonetheless, it is also important that the authorities which sign up to projects such as QLP-Y are able to ensure that the work can take place without unnecessary barriers preventing effective delivery, which requires some system for monitoring progress internally.

6.4.5 Moving forward

While there have been some challenges encountered during the development of the QLP-Y project, there has been an active dialogue between the Project Group and staff in the participating authorities and the project has evolved in response to discussions and reflections on some of the processes. Prior to further development of the QLP-Y project, however, it is suggested that it would be timely and beneficial to set up a workshop, perhaps facilitated by someone external to the project, to discuss the mechanisms and processes in place and the current challenges to project delivery; and to reflect on how improvements might be made to the mutual advantage of participants at all levels. The roles and responsibilities of Mentors and Sponsors, authority support more generally, the remit of the central Project Group and specific roles within the group need to be explored further; as does the extent to which processes complement one another or where there may be overlapping jurisdictions.

---

[12] As was noted earlier, a recommended framework for monitoring outputs and outcomes is set out in Appendix II to this report.

References

Advice Development Project (2004) *Welcome to Your Library: evaluation report.* London: ADP.

Department for Children, Schools and Families (2007) *Aiming high for young people: a ten year strategy for positive activities.* London: DCSF.

Department for Culture, Media and Sport (2003). *Framework for the Future – Libraries, Learning and Information in the Next Decade.* Resource Publications. Available online via:
www.culture.gov.uk/global/publications/archive_2003/framework_future.htm

Department for Education and Skills (2006) *Youth Matters: next steps.* (0260-2006DOC-EN). Available online via: www.everychildmatters.gov.uk

The Reading Agency (2004) *Fulfilling their potential: a national development programme for young people's library services.* St Albans: TRA.

Note: this evaluation refers to a number of documents produced by the QLP-Y Project Group as part of the overall management of the project. These documents include:

- Personal Development Planning (PDP) forms
- Personal Assessment forms
- PDP questionnaire
- Audience Development Activity (ADA) forms
- ADA evaluation guidelines
- A mentoring form
- Timesheets for Quality Leaders to complete
- Guidance for mentors and sponsors
- Handouts on Supporting Quality Leaders and Introduction to Phase 2 of the project

Due to the length of all of this material, these documents are not included with this report. They are available on the QLP-Y website:
http://www.londonmet.ac.uk/depts/dass/research/qlp/
or on request from the Project Group.

Appendix I: Monitoring data from local projects

Portsmouth:

Name of project/activity	Number of workshops or sessions run	Length of sessions	Number YP attending (average)	No. library non-users (at start of project)	No. library non-users (at end of project)	No. refugee/ asylum seekers	No. BME
ICT workshop	4 (1 session before, one run by facilitators and 2 after that)	3x 2 hour sessions plus 1x 7 hour session with facilitators	7	4	0	1	1
ARTS project	20 (4 workshops in each of the 5 residential units)	1-2 hours each workshop	20-24 (5-6 in each unit)	15-20 (only one unit had all signed up as users)	0	0	1
Young women's group with wardens	6 (plus 2 arranged when they did not turn up)	2 hours each	6	6	0	0	0
Magazine group	20	Generally 1-2 hours each workshop/ discussion group	a core of 7 young people	7 not book users, but do hang about in library	Project yet to be completed	N/K – possibly 1-2	60%
Jeet Kune Do Martial Art	6	Each session 1.5 hours long	Average 10 young people per session	20	0	0	0

Haringey:

Name of project/activity	Number of workshops or sessions run	dates of sessions	Length of sessions	No. YP attending	No. attendances	No. refugee/asylum seekers	No. BME	No. male/female	No. under 16	No. 16-17	No. 18+
Creative writing	11	10/11/05-2/2/06	1.5 hours each	15 core usually 19	7	19		9 M/ 10 F		19	
Tottenham Carnival	2	1 meeting + 17/6/06	3hrs	3 av	2		2	1 M/ 2 F		1	2
Photoshop workshop	4	17th/24th/31st Mar 07	2hrs	7 av	2	4	5	5 M/ 2 F		5	2
Web design	40	May, June, July, Aug 07	2 hrs each	7 av	10	0	15	8 M/ 8 F	10	5	3
Liberation	6	August 07	2hrs	8 av	3		7%	2 M/ 9 F	8		

Barnet

Name of project/ activity	Number of workshops or sessions run	dates of sessions	Length of sessions	No. YP attending	No. library non-users (at start of project)	No. library non-users (at end of project)	No. refugee / asylum seekers	No. BME	No. male/ female	No. under 16	No. 16-17	No. 18+
Liberation	4	22/10/2007 - 25/10/07	3 hours each	7, 13, 8 & 12				Total 78%	Total 76% Male	4, 13, 3, & 9	3, 0, 4, & 3	1 at 3rd session
(preparation meetings with core group)	6	31/8/07-17/10/07	1 hour each	between 3 and 9 per session						6	3	0
(trip to Abolition exhibition)	1	29/09/07	1 day	3						2	1	0
Film Project	12	27 Sept – 28 Nov 06	Between 1.5 hours to 5 hours each	Core gp between 4 and 10 per session, plus 46 interviewed	Core gp: 1 joined, 2 renewed, others existing members		core group 0	core group 2	core gp 2 F	9	1	0
Final presentation for film project		14 Dec	4.30pm-9.30pm	45								

Barnet playstation competition:

No. YP attending	No. library non-users (at start of project)	No. library non-users (at end of/after project)	No. refugee/asylum seekers	No. BME	No. male/ female	No. under 16	No. 16-17	No. 18+
Burnt Oak				24.8% Asian background 28% Black background 30.4% White background	29% girls and 71% boys.			
East Finchley								
Childs Hill								
East Finchley 20	63%	36%	2	12% Mixed background 4.8% Chinese and other background	although this data was collected it has not been analysed			
Hendon 32								
Childs Hill 14								
Total 131 (6 repeated attenders from core group so 125 individuals)								
On top of that we had the young people that came to the final								
Chipping Barnet - 16 young people.								

Appendix II: Framework for monitoring and evaluation

Monitoring data

Need to be realistic and achievable and thus discussed and agreed with participants in the authorities from the outset. They might include:

- Number of young people consulted about activities
- Number of libraries where QLP-Y activities taking place/involved in QLP-Y
- Number of Workshops/other activities (give details of activities)
- Attendance Figures of the Workshops/other activities
- Composition of Audience of Workshops/other activities (Gender, Ethnicity, Disability, Age, number of refugee and asylum seeker young people)
- Do you undertake any outreach activities to access young people? If yes, to what extent have these been developed as a result of the QLP-Y project?
- Was a new service developed as a result of QLP-Y?
- Is it being "mainstreamed" (i.e. likely to survive after QLP-Y)? How?
- Are staffing and financial resources for this being set aside?
- Are (or will) young people be consulted about the future of these services? Please outline the mechanisms for this.
- Are (or will) young people be involved in a steering group for the project? Please give details of involvement/number of young people involved.
- Has QLP-Y contributed to any change in (1) libraries (2) youth service? (including any new policy initiatives) (please list changes and how QLP-Y has contributed to these)
- How many library members did you have at the start of the project? How many do you have now?
- Has there been an increase in use of the library/issues of material to young people since the start of the project?
- Any barriers to implementation encountered during the project?

In addition, there will be a need for agreed financial monitoring data.

Assessment of project outcomes locally

Options include:

- Some assessment of the extent to which the project met development goals of participants (possibly including skills): would require a simple form at the start to outline personal goals and then completion at the end to assess the extent to which they had been met.
- Some assessment of the extent to which the project met the development goals of young people might also be considered, through

a simple and short form or documented discussion between the QL and the young person at the start and end of activities.

- Assessment of outcomes of mentoring meetings (although these might remain confidential to the QL/mentor).
- A short form for evaluation (against desired/achieved outcomes) of Workshops/other activities would be useful.

Other mechanisms for project evaluation

Feedback from project participants

- Short feedback forms for use with young people
- One-to-one and group consultations with project participants. While some of these might be led by the QL (or the young people themselves) consideration might be given to involving someone external to the project on occasions.
- Active involvement of young people in project planning and design (e.g. through a formal steering group)
- Peer evaluation (i.e. young people consulting other young people on the project)
- Young people given the opportunity to present their views to a wider audience (e.g. senior figures in the authority, partner agencies)

Feedback from local staff (by Project Group)

- One-to-one interviews with QLs (e.g. using a structured framework such as the project tracking form in Appendix IV to this report, where issues and action points are agreed and signed up to by all parties, as well as less structured consultations).
- Group discussions with QLs and other participants in authorities
- One-to-one/group discussions with mentors/sponsors

Feedback from partners/facilitators/tutors (by QLs)

- Through use of short feedback form
- Group discussions

While some consultations and feedback are likely to be undertaken on a regular basis, some more formal than others, consideration might be given to a periodic review of all procedures and processes, possibly on an annual basis.

Appendix III: Details of evaluation methods

This evaluation is based on the following data:

- Reports from the Steering Group to Paul Hamlyn Foundation
- Minutes of meetings
- Observation by the evaluators and participation in two meetings of the Steering Group and two Project Group meetings
- Two focus groups with members of the Project Group
- Observation of two site visits by members of the Steering Group
- Semi-structured face-to-face interviews with QLs in each of the 4 sites (interviews with 5 QLs in the initial stages of the evaluation and with 5 QLs in the final stages)
- One focus group with 2 QLs and one Mentor (the format was discussed and agreed with the participants beforehand)
- Two face-to-face interviews with Mentors
- Participation in a meeting with a Mentor
- Two face-to-face interviews with Sponsors
- A telephone interview with the Funder
- Observation at two development days
- Observation at 6 events involving project participants
- Face-to-face interviews with 3 young people and informal discussions with 14 additional project participants during observation sessions
- One formal focus groups with project participants involving 10 young people
- One open forum involving 2 young people and youth workers, with further informal discussions with other young people
- Telephone and email contact with QLs following interviews, including more extended discussions on progress, based on the subject headings in the form in Appendix II

Face-to-face interviews and focus groups have taken between 1 to 2.5 hours and these have been taped, with almost full transcriptions. Reports on meetings, observations and telephone follow-ups have been written up from field notes.

Our approach regarding interviews/focus groups with project participants was to maximise any opportunities to meet and talk to young people, given the difficulties of arranging for young people to meet us on separate occasions. Combining interviews with observation of activities also gave us the opportunity to meet the young people in a less formal environment (e.g. before a focus group) which helped them to feel more comfortable with talking to us. In some cases the observation session was the main/only opportunity to talk with the young people about that activity.

We were hoping to hold focus groups in each of the 4 authorities. In the end,

we have had one formal focus group in Haringey, and one less formal, open drop-in interview in a youth club in Portsmouth. We had planned to hold a focus group in Barnet, but on the day some of the young people did not turn up and instead we undertook informal discussions and one formal interview with a young person who was a member of the steering group.

We did not get any direct feedback from young people in Lincolnshire. We tried on several occasions to set a date to meet young people. Due partly to the timing, however, it was difficult for the project to get a group together. When we were trying to arrange a date, the group they had been working with had moved on, and others who had continued with e2e were not available during the summer period. We also had less time to organise meetings as their project was ending early. Indeed, across the projects the main barrier to interviewing young people as a group has been in trying to get the group together, due to the fluidity of the groups, and the timing - e.g. people dropping out after an activity ceases.

At the end of the evaluation, however, we had had formal and informal discussions with a total of 43 project participants. The table below summarises the contact with young people in the participating sites.

Authority	date	Activity observed/interview/focus group	Number of young people interviewed formally or informally
Portsmouth	18/09/06	Young people steering group- young people gave feedback from web design sessions and brainstormed ideas to attract other young people to the library	Listened to the views of 3 young people
Portsmouth	18/09/06	Launch of Children's art exhibition "Kids in the community, an exhibition by local children"	3 YP artists commented on their paintings and on the event
Portsmouth	17/07/07	Interviews with young people taking part in the martial arts sessions	3 YP- formal interviews with 2 YP who took part in the sessions
Barnet	14/12/06	"Lovin' Libraries" - Premiere screening of a film made by young people in Barnet.	4 young people who were involved in making the film
Barnet	05/06/07	Fifa & dance-mat competition finals	Interviewed 1 YP who won the competition, spoke informally to 6 young people taking part as players and organisers
Haringey	14/08/07	Observation of web design workshop and focus group	10 YP took part in the focus group
Haringey	22/09/07	Observation of Haringey QLP celebrations	Informally to 7 yp- 4 not previously met
Barnet	23/10/07	Observation of Liberation event, multi-purpose workshop for young people to develop a rap, beat-box, poetry and lyrics with one tutor, dance with another, and a music track on Apple Macs using Garage Band with a third tutor. A formal interview was carried out with one young person	Informally to 8 and formal interview with 1 YP

Appendix IV: Interview schedules for initial interviews and follow-ups in the field sites

1.   Semi-structured schedule for initial interviews QLs

Introduction to the evaluation aims, outputs and confidentiality statement.

1.   About you

- Current role (i.e. work role)

- Involvement with QLP-Y initiative (e.g. how long involved, how became involved) *(probe for involvement in service development proposal phase, or in 2 year implementation phase, to what extent was interviewee involved in development of the project)*

2.   About QLP-Y and individual's role

- What perceive to be the main aims of the QLP-Y initiative

- How does the project locally meet the QLP-Y criteria *(refer to the QLP-Y Criteria document)*

- Expectations of the QLP-Y initiative (what did they originally anticipate participation in the initiative would achieve, what sort of outputs etc)

- Views on organisation and operation of QLP-Y:
    ◊ Management (including financial planning and management – e.g. in relation to project expenditure and budgets)
    ◊ Training received
    ◊ Communication
    ◊ Administration (probe: was paperwork an issue? Why/how)
    ◊ Other processes
    ◊ Any implementation problems/barriers to delivery (e.g. insufficient time to deliver, lack of cooperation from within own organisation)? (probe: were they able to set aside 2 days a week, estimate how much time was spent/needed to operate effectively) If so, what were these and how were they/could they be addressed or overcome? What is the learning from these?

- Generally, what have been the real challenges?

3.   Support and capacity-building

- What support is offered to QLs (by the steering group and project group, and by line managers)? How helpful is this? Is further support required (*please specify, e.g. more up to date information, more regular communication, mentoring and personal development process - PDP, action learning development days)*

- Does the QLP-Y offer new skills or personal development to QLs? *(If yes, please specify; if No, why is this? Probe for leadership skills)*

- How has the QLP-Y initiative impacted on the QL's role? *(e.g. has their role changed and if so, is this a positive or negative development? Do they feel empowered in any way?)*

4. Services developed for young people

- How were young people firstly identified and reached (age range/ethnicity/social exclusion), and how did you bring the young people in to join the project? *(e.g. did you work with youth group leaders, refugee groups, etc.?)*

- What is the range of potential users?

- What services have been developed for young people? *(Outline services. Do they incorporate elements of poetry, script, writing, IT, music or film? Any other activities developed through consultation)*

- How are young people involved in the projects (including their involvement in steering group, planning and workshop delivery)?

- To what extent were interventions a result of what young people wanted vs. resources available locally? *(e.g. were some ideas not viable e.g. a workshop on web design, because need laptops to make up for the lack of computers available)*

- Have the services been attended by the desired number of young people *(Probe for number – planned and actual. Trying to attract the same y.p. every time, or reach different groups? If Not attended by the desired number, why is this?)*

- Does the QLP-Y initiative meet the needs of young people/other groups?
    - ◊ Have services reached non-users? *(If Yes, how was this achieved? If No, why is this?)*
    - ◊ What is the range of needs? *(and how were they identified?)*
    - ◊ How do the activities meet these?
    - ◊ Are there any gaps in delivery (e.g. could be in terms of access to facilities, specific needs relating to particular client groups)?

5. Views on effectiveness of the QLP-Y

- Have the services developed created an improvement in services locally? *(If Yes, how was this achieved? Is this a permanent change? If No, why is this?)*

- Have the services increased the membership figures of the library (particularly with regard to socially excluded young people and refugees/asylum seekers)? *(If Yes, how was this achieved? (and has the programme contributed to the integration of refugees/asylum seeking young people?) If No, why is this and what can be done to address this?)*

- Have the services improved the skills of participants? *(If Yes, how? If No, why is this and what can be done further?)*

88

- Views on the effectiveness of activities within the QLP-Y initiative
  - Any more effective than others?
  - Why is this?
  - Does the QLP-Y initiative offer value for money in your view? Is it sufficiently resourced?
  - How could improvements be made (where relevant)?

6. Partnership working

- Has the QLP-Y project increased partnership working? *(If Yes, how? If no, why not?)*

- Which groups/agencies/orgs did you work with? *(Probe - have relationships been developed with refugee community organisations? How were these developed?)*

7. National context

- How is the authority responding to the modernisation agenda *(prompts, e.g. Every Child Matters)*? What are they doing and why?

- Does national or local policy impact on the development of the QLP-Y programme? If so, how?

8. Other

- Any other comments?

2.   Semi-structured interview schedule for mentors and sponsors

Introduction to the evaluation aims, outputs and confidentiality statement.

1.   About you

- Current role (i.e. work role)

- Involvement with QLP-Y initiative (e.g. how long involved, how became involved) *(probe for involvement in service development proposal phase, or in 2 year implementation phase, to what extent was interviewee involved in development of the project)*

2.   About QLP-Y and individual's role

- What perceive to be the main aims of the QLP-Y initiative

- How does the project locally meet the QLP-Y criteria *(refer to the QLP-Y Criteria document)*

- Expectations of the QLP-Y initiative (what did they originally anticipate participation in the initiative would achieve, what sort of outputs etc)

- Views on organisation and operation of QLP-Y:
  - ◊ Management (including financial planning and management – e.g. in relation to project expenditure and budgets)
  - ◊ Training received
  - ◊ Communication
  - ◊ Administration (probe: was paperwork an issue? Why/how)
  - ◊ Relationship with QLs
  - ◊ Other processes
  - ◊ Any implementation problems/barriers to delivery (e.g. insufficient time to deliver, lack of cooperation from within own organisation)? If so, what were these and how were they/could they be addressed or overcome? What is the learning from these?

- Generally, what have been the real challenges?

3.   Support and capacity-building

- What support is offered to mentors/sponsors (by the steering group and project group)? How helpful is this? Is further support required (*please specify, e.g. more up to date information, more regular communication, mentoring and personal development process - PDP, action learning development days*)

- What do you consider to be the support needs of the QLs? What support do you provide? *(any challenges?)*

- Does the QLP-Y offer new skills or personal development to QLs? *(If yes, please specify; if No, why is this? Probe for leadership skills)*

- How has the QLP-Y initiative impacted on their role and that of the QL? *(e.g. has their role changed and if so, is this a positive or negative development?)*

4.   Services developed for young people

- How were young people firstly identified and reached (age range/ethnicity/social exclusion), and what was your involvement in this?

- What is the range of potential users?

- What services have been developed for young people? *(Outline services. Do they incorporate elements of poetry, script, writing, IT, music or film? Any other activities developed through consultation)*

- How are young people involved in the projects (including their involvement in steering group, planning and workshop delivery)?

- To what extent were interventions a result of what young people wanted vs. resources available locally? *(e.g. were some ideas not viable e.g. a workshop on web design, because need laptops to make up for the lack of computers available)*

- Have the services been attended by the desired number of young people *(Probe for number – planned and actual. Trying to attract the same y.p. every time, or reach different groups? If Not attended by the desired number, why is this?)*

- Does the QLP-Y initiative meet the needs of young people/other groups?
  - ◊ Have services reached non-users? *(If Yes, how was this achieved? If No, why is this?)*
  - ◊ What is the range of needs? *(and how were they identified?)*
  - ◊ How do the activities meet these?
  - ◊ Are there any gaps in delivery (e.g. could be in terms of access to facilities, specific needs relating to particular client groups)?

5.   Views on effectiveness of the QLP-Y

- Have the services developed created an improvement in services locally? *(If Yes, how was this achieved? Is this a permanent change? If No, why is this?)*

- Have the services increased the membership figures of the library (particularly with regard to socially excluded young people and refugees/asylum seekers)? *(If Yes, how was this achieved? (and has the programme contributed to the integration of refugees/asylum seeking young people?) If No, why is this and what can be done to address this?)*

- Have the services improved the skills of participants? *(If Yes, how? If No, why is this and what can be done further?)*

- Views on the effectiveness of activities within the QLP-Y initiative
  - o Any more effective than others?

- o Why is this?
- o Does the QLP-Y initiative offer value for money in your view? Is it sufficiently resourced?
- o How could improvements be made (where relevant)?

6.   Partnership working

- Has the QLP-Y project increased partnership working? *(If Yes, how? If no, why not?)*

- Which groups/agencies/orgs have you worked with? *(Probe - have relationships been developed with refugee community organisations? How were these developed?)*

7.   National context

- How is the authority responding to the modernisation agenda *(prompts, e.g. Every Child Matters)*? What are they doing and why?

- Does national or local policy impact on the development of the QLP-Y programme? If so, how?

8.   Organisational impact

- Has the project become part of local decision-making? *(If Yes, to what extent? If No, why is this and what can be done to address this?)*

- Does the QLP-Y programme offer learning in the wider organisational context? *(If Yes, how? If No, why is this and what can be done to address this?)*

- Has the programme had an impact on organisational cultures and structures within the authority? (If Yes, how? If No, why is this and what can be done to address this?)

9.   Other

- Any other comments?

3. Second round interview with QLs

About QLP-Y processes

- Views on organisation and operation of QLP-Y (locally and nationally), including:
    - ◊ Project management
    - ◊ Meetings (including benefits of face to face contact with other QLs and members of the PG)
    - ◊ Training and development (including mechanisms offered by LMU, such as reflective learning logs/diaries, action learning etc).

- Update on activities locally.

- Can you talk me through any difficulties that you have had in getting projects off the ground? (*e.g. any unforeseen delays/obstacles in getting projects started*)

- Do you feel that you have been given enough creativity/flexibility in designing the activities?

- Generally, what have been the real challenges over the life of the project?

Impact of QLP-Y on young people and QLs

- Have the services improved the skills of participants (both young people and QLs? *(If Yes, how? If No, why is this and what can be done further?)*

- Has the QLP-Y initiative met the needs of young people/other groups?

- Have the services increased the membership figures of the library (particularly with regard to socially excluded young people and refugees/asylum seekers)? *(If Yes, how was this achieved? (and has the programme contributed to the integration of refugees/asylum seeking young people?) If No, why is this and what can be done to address this?)*

- Have 'new users' continued attending the library when the service that attracted them ceased?

- What have been the main impacts of QLP-Y (including:
    - o on participants,
    - o on QLs and other staff delivering QLP-Y
    - o whether/how it has made a difference to practice (e.g. what is done differently as a result of QLP-Y/ are there any activities or ways of delivering services that may not have been considered without QLP-Y)?

- Are there any gaps in delivery (e.g. could be in terms of access to facilities, specific needs relating to particular client groups)?

Organisational impacts

- Have the QLP-Y services developed created an improvement in services locally, or in organisational cultures or structures? *(If Yes, how was this achieved? Is this a permanent change? If No, why is this and what can be done to address this?)*

- Has the project become part of local decision-making? *(If Yes, to what extent? If No, why is this and what can be done to address this?)*

- Does the QLP-Y programme offer learning in the wider organisational context? *(If Yes, how? If No, why is this and what can be done to address this?)*

- Has the QLP-Y project increased partnership working? *(If Yes, how? If no, why not?)*

National context

- Has the programme contributed to/reflected the government agenda on youth policy? *(If Yes, how? If No, why is this and what can be done to address this?)*

- Has learning from the programme/good practice been disseminated to policy makers and practitioners nationally?

Future direction

- Views on future direction of the QLP-Y (any changes, sustainability, ideal structures for delivery etc)

- Has an 'exit strategy' been developed? *(If Yes, please give details, e.g. mainstreaming/match funding. What support was provided for this? If No, why is this?)*

Any other comments?

4.   Interviews/focus groups with young people

About the QLP-Y Project

How did you come to know about QLP-Y project? (explain if they do not know what QLP-Y is, how did they first meet the QL)

When did you first take part? /(How long have you been involved with QLP-Y?)

Were you a library user at that time? (Were you registered at the library? (And if so, did you ever use it/if not, why not)? Did you go into the library at all even if you were not registered?

What made you decide to take part in the QLP-Y [or name of specific project]?

What activities have you attended with the QLP-Y [or specific name] project?

What did you expect to get out of it?

Did you feel you had a say in how the project was run/in choosing the things that you wanted to do? [*prompt for whether they were asked to put forward ideas and if so, whether they were used in this project. If the project could not use their ideas/suggestions, did they explain why they couldn't? Also possible the young person did not want to have a say at the time*]

Was the QL helpful/approachable?

About these workshops/this activity

How did you hear about these workshops? [if not already answered above]

Were you involved in planning this activity? (e.g. through giving your ideas, saying this is what you wanted, telling the organisers what time you were available)

Can you tell me what you did in this activity?

Was it what you expected?

Can you tell me about some of the things that you have learnt? (skills)

What do you think of the tutor/QL- helpful/supportive?

Did you attend all of the sessions? (If you didn't was it because you didn't want to/couldn't- were busy)

Was the time of the workshops convenient for you?

What do you think of the venue? (easily accessible? Safe space…)

Was the equipment suitable? (e.g. were there enough computers/digi cams for the group etc.?)

What were the best things about these workshops?

Was there anything that you did not like or that could have been done better?

(How) have these workshops encouraged you to use the library more often?

General

What would you like your library to look like?

What do you think would encourage more young people to use the library?

What else do you think could be done to promote libraries?

Any other comments?

3.   Example of project tracking form [for telephone updates]

Details of project activities for [name of project]

Date	Q1	Q2	Q3	Q4
Steering Group/ management issues				
Intervention/Project (1)				
Intervention/Project (2)				
Intervention/Project (3)				
Monitoring stats (number users, type, etc)				
Training received				
Skills/personal development issues				
Administration issues				
Partnership issues				
Publicity				
Funding				
Planned activities				