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Investigating organisational effectiveness within the Federation of WA Police and Citizens Youth Clubs (Inc.)

Bruce Heathcote
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**INVESTIGATING ORGANISATIONAL EFFECTIVENESS
WITHIN THE FEDERATION OF WA POLICE AND
CITIZENS YOUTH CLUBS (INC.)**

B. A. Heathcote

**A thesis submitted in partial fulfilment of the requirements for
the award of Master of Social Science (Human Services).
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Abstract

The purpose of this study was to identify organisational effectiveness criteria relevant to the Federation of WA Police and Citizens Youth Clubs; analyse variations between important constituent groups; and compare the criteria developed with the Objects of the Federation and relevant models for assessing organisational effectiveness within the Western Australian public sector.

A four round Delphi technique was applied to club staff, management committee members, coaches and other volunteers (including current and ex-club members) to identify organisational effectiveness criteria. The 22 criteria developed were further refined to make 25 criteria that were tested against a larger sample using a mailed questionnaire (of the same constituent groups). There were 99 valid responses to the 320 questionnaires sent.

All of the criteria identified were perceived to be important to the organisational effectiveness of Police and Citizens Youth Clubs with variations in these perceptions of importance between the constituent groups selected. The criteria developed in this study were found to be generally consistent with the Objects of the Federation and other models relevant to assessing organisational effectiveness. These criteria form the basis on which to assess organisational effectiveness within the Federation of WA Police and Citizens Youth Clubs.

I certify that this thesis does not incorporate without acknowledgement any material previously submitted for a degree or diploma in any institution of higher education; and that to the best of my knowledge and belief it does not contain any material previously published or written by another person except where due reference is made in the text.

Signature .

Date 28 MARCH 1999

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CHAPTER 1.

INTRODUCTION

Background

In a discussion paper presented to the Western Australian Legislative Assembly by the Select Committee on Western Australian Youth Affairs on 13 May 1992, Police and Citizens Youth Clubs were identified as providing a “range of effective programs” for youth. This description was made in an environment where suitable recreation services for youth were not seen to be available to youth. A lack of appropriate facilities and the expense of participating were the two most cited reasons for young people not being involved in constructive recreational activities (Select Committee on Youth Affairs, 1992, p. iii).

The Police and Citizens Youth Clubs traditionally had a role of providing recreational services for youth, irrespective of young peoples’ ability to pay. In 1995 there were eleven metropolitan and thirteen country clubs (Federation of Police and Citizens Youth Clubs, 1995). The Federation's policy on accessible participation for everyone, together with the number and dispersion of clubs, meant it was ideally placed to address the identified issues (by the select Committee) of lack of facilities and cost of participation. However, in the 52 years of providing recreational services for young people, the effectiveness of Police and Citizens Youth Clubs in service provision for youth has not been evaluated.

This study sought to redress this deficit of knowledge and understanding by identifying and investigating organisational effectiveness indicators relevant to Police and Citizens Youth Clubs in Western Australia. Chapter 2 will explore the concept of organisational effectiveness in greater detail. Organisational effectiveness is generally referred to how well is an organisation achieving what it is trying to do and whether it is doing it the right way (Georgopolous & Tannenbaum, 1957; Goodman & Pennings, 1977a; Public Sector Management Office, 1994b; Scott, 1977).

Historical Context

The Federation of Police and Citizens Youth Clubs was established in 1941 in response to public concern about the activities of street youths including juvenile delinquency, petty crime, hooliganism and loutish behaviour. Maunders (1984) explained that the growth of youth organisations during World War 11 was partly due to the large number of men involved in military activities, requiring more women to be in the workforce. As many women were working night shifts, there was a perceived lack of parental control, resulting in male juvenile problems. Examples of such problems were: standing on street corners and intimidating young women; getting drunk; loitering; and vandalism. These problems appeared to be restricted to male youths with little indication that female youths were considered part of this phenomena. In response, the community formed a

number of youth organisations, including the Western Australian Police Boys Clubs (Maunder 1984).

The youth club concept was first discussed at a meeting of the Council of the Western Australian Police Union in May 1940, with authority granted by the Union for the formation of a Police Boys Club in Western Australia (Hille & Hille, 1991). The Union supported the formation of a Police Boys' Club because of the reported success of Police Youth Clubs established in New South Wales in 1937. Police Boys Clubs became increasingly popular and in 1941, a new body, the Federation of Western Australian Police Boys Clubs, was formed to manage club development in Western Australia (Hille & Hille, 1991).

The Federation of Police and Citizens Youth Clubs has since expanded the number and type of activities conducted and has broadened its target audience. Young people, including females, from all backgrounds, now attend clubs throughout Western Australia. The current constitution of the Federation of WA Police and Citizens Youth Clubs (1992, section 3) states:

The Objects of the Federation are to conduct and maintain a viable club structure capable of delivering the following objectives:

1. To provide clean healthy recreation for young people.
2. To teach young people about good citizenship and observance of the laws of the State.
3. To encourage an appreciation of music, literature, art and culture amongst young people.

4. To awaken persons to their responsibilities towards young people.
5. To maintain allegiance to the Commonwealth of Australia.

Organisational Structure

The Federation of Western Australian Police and Citizens' Youth Clubs (Inc.) is governed by a Council of Management, the chair of which is the Commissioner of Police or his representative. The Council is a voluntary committee of distinguished community members who are elected at Annual General Meetings by a forum of representatives from each club. The role of the Council of Management is to provide direction and develop policy for the Federation. The Council is supported by the Federation Head Office located in Cannington, Western Australia, as part of the Community Services Command of the WA Police Service.

Federation head office staff includes a full time Director, Training and Liaison Officer, Country Manager, Relieving Manager, Accountants Clerk, Events Co-ordinator, and typist. In 1995, at the time of the data collection for this study, there were also staff in positions of Country Manager and Relieving Manager. These positions were abolished in 1997, due to a major restructure within the WA Police Service, and their functions were taken over by local police districts. The functions of the Federation head office are to administer the Council's policy, provide training, liaison, promotions, co-ordinate interclub activities, and manage assets and finances.

Figure 1 shows the functional and legal relationships between the administration and elected bodies at both Federation and Club level.

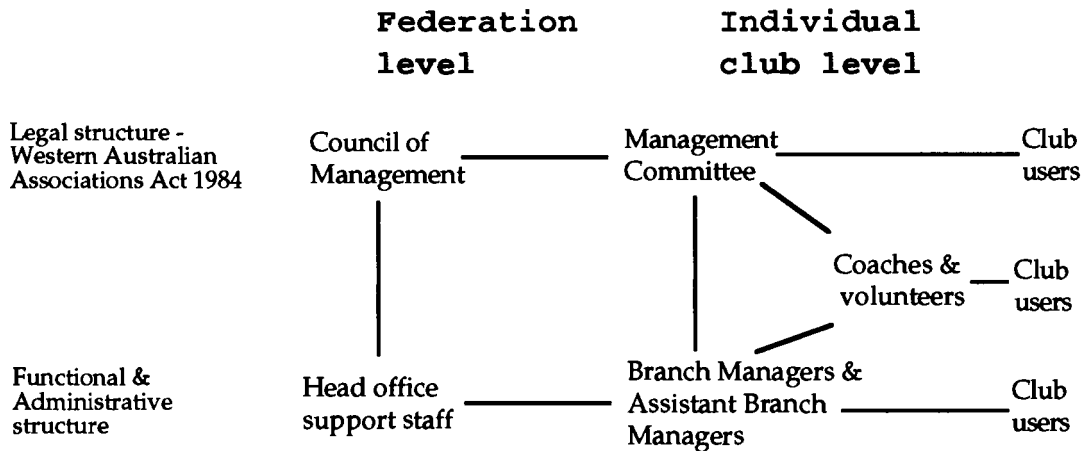


Figure 1. Organisational structure of the Federation of Western Australian Police and Citizens Youth Clubs (Inc.).

Club Structure

Each Police and Citizens' Youth Club (PCYC) operates as a semi-autonomous body, with a management committee drawn from members of the local community. Committee members and other volunteers have an interest in the welfare of youth, are interested parents, or seek the personal benefits (e.g., friendship, social, personal satisfaction) that arise from association with PCYCs (R. Milner, personal communication, October 18, 1993).

The Branch Managers of PCYC clubs are police officers appointed as managers by the Commissioner of Police. In metropolitan and larger country clubs, these are full time positions. In smaller

clubs, local police officers may also act as the secretary/administrator on a voluntary basis, or as part of normal police duties. Larger clubs also have an Assistant Branch Manager who is usually a public servant, or a police officer in some cases.

The functional, or day to day, management activities of the Federation are undertaken by the Federation Head Office staff and the Branch Managers. The legal power of the Federation is vested in the Council of Management at Federation level and the Management Committees at Club level. The Council of Management makes decisions that are enacted by the Head Office and passed through to club level via Branch Managers. Branch Managers work with a local Management Committee to implement Federation strategies and provide recreational and developmental activities for young men and women. Figure 1 also shows these relationships.

The club management committee, consisting of managers and volunteers, is responsible for providing resources, programming and organising activities for club users. Club activities are mainly of a sporting nature including: gymnastics; boxing; judo; air rifles; martial arts; leadership training; and Duke of Edinburgh Awards. In recent years there were attempts to diversify the traditional activities associated with Police and Citizens' Youth Clubs. During the last ten years there have been a range of new programs introduced. These included a video and informal games venue, fashion modelling, art groups and chess. Most club activities have

coaches or leaders who are responsible for the programme planning, content and control of activities.

As well as managing their own activities, club managers and committees may expand their activity base by hiring their buildings to external clubs and associations (e.g., aerobics, physiotherapy groups, Country Women's Association). In these cases the hiring organisation is responsible for running activities. Club managers are concerned only with the selection of suitable hirers, caretaking, promotion and liaison with other club users.

Statement of the Problem

The Federation of Police and Citizens Youth Clubs does not have a formal system of reporting on performance indicators for assessing the organisational effectiveness of its services to young people in Western Australia (R. Milner, personal communication, October 18, 1993). Current assessment systems provide some information on efficiency, defined as inputs versus outputs (Boyle, 1989; Hargreaves & Attkinson, 1978; Public Sector Management Office, 1994a; Zeibel & DeCoster 1991) but do little to substantiate how well the club is achieving its goals. Current systems also monitor current membership, weekly usage of clubs, and the monthly financial statements of clubs. However, there are no specified effectiveness criteria for assessing or monitoring performance.

Information on service effectiveness, described as outcomes relevant to the organisation and its constituents (Kahn, 1977), currently relies on ad hoc sources including:

- the minutes from monthly club committee meetings;
- monthly Branch Manager meetings;
- informal contact with club committee members and coaches;
- letters of complaint; and
- concern and support from users, parents and coaches.

In the 1990s, the Western Australia State Government became increasingly concerned about the accountability of public sector organisations that report to Parliament and the community which has resulted in an increased scrutiny of the type and level of involvement in activities undertaken by government (Independent Commission to Review Public Sector Finances, 1993a, 1993b). The increased scrutiny of accountability has required an improvement in the reporting on organisational effectiveness of government agencies in meeting their community obligations (including the WA Police Service).

Measurable performance indicators are necessary to show an organisation's worth and to fulfil requirements for increased scrutiny by government and the community (Boyle, 1989; Office of the Auditor general, 1994; Public Sector Management Office, 1994a; Public Sector Management Office, 1994b; Public Sector Management Office, 1995). Effectiveness has also become important to not-for-profit agencies because of a shift towards greater public accountability within the Western Australian public sector. In particular, justification for government

expenditure on the activities and programs of not-for-profit agencies requires the measurement of organisational effectiveness in terms of how successful an organisation has been in achieving its desired outcomes.

The system of accountability for Police and Citizens Youth Clubs in 1997 provided only limited reporting on how effective the Clubs were in achieving their intended objectives. The emphasis was on monitoring the fiscal management and efficiency of the clubs in providing their services. Throughout the early 1990s the Western Australian State Government's Public Sector Management Office, Office of the Auditor General and Treasury Office all provided instructions and booklets designed to promote the use of effectiveness as the main criteria by which the worth of an organisation will be judged. The rationale of this trend was to encourage a more performance oriented focus on organisational reporting rather than only focussing on efficiency measures (Office of the Auditor General, 1994).

Purpose

The purpose of this study was to identify, describe and analyse effectiveness criteria that are appropriate when evaluating the organisational effectiveness of Police and Citizens Youth Clubs recreational service to youth.

Research Objectives

Three research objectives were identified:

1. To identify organisational effectiveness criteria appropriate to Police and Citizens Youth Clubs in Western Australia.
2. To determine if there were different perceptions of organisational effectiveness criteria for Police and Citizens Youth Clubs held by different sub-groups. The sub-groups were defined by club role (club staff, committee members, coaches and others), location (metropolitan or country), gender (male or female) age (under or over 25 years) and club membership (whether or not a club member in previous five years).
3. To compare the identified criteria with the goals of the Federation of WA Police and Citizens Youth Clubs and other relevant contemporary models for assessing organisational effectiveness.

Overview of the Study

To achieve the objectives of this study a Delphi technique was undertaken to identify the main effectiveness criteria for Police and Citizens Youth Clubs within Western Australia. The experiment used a panel of club staff, paid workers and volunteers. Young coaches (under 25 years) and those with some experience as club users and members were also included. Panel

members identified and refined effectiveness criteria appropriate to the Clubs and also provided input on criteria that make the clubs ineffective in their operation.

The Effectiveness and Ineffectiveness criteria developed by the Delphi panel were then tested against a similar but larger sample of club workers. A survey of a larger (and separate) sample allowed for testing the model of criteria developed by the Delphi panel. A mailed questionnaire was used for the survey with provision for ranking the importance of each criterion and investigating the criteria by constituent sub-groups.

Limitations and Delimitations

The study was limited by several factors. These include the response rate of the survey and the Delphi panel; the utility of each respondents contribution; and support by club staff for potential respondents to be involved in the research. There was also an issue of control, as the questionnaires for the Delphi technique part of the study were sent via individual clubs.

The delimitations for this study were determined by resources available. These included the limits set on the panel size and numbers surveyed; and the range of constituent groups included in this study. This may have limited the breadth of information gathered in regard to organisational effectiveness. These issues are discussed further in Chapters Three and Four.

Ethical Considerations

The study required people who were in a paid, or voluntary relationship, with Police and Citizens Youth Clubs to give out information that may be critical of the organisation. Issues of anonymity and confidentiality of respondents were important so as to not endanger this relationship. A number of respondents in the Delphi part of the study were under 18 years and some may have been cautious about giving information. This required getting informed consent from respondents, and in some cases, from their legal guardian for participation in the Delphi part of the study. Steps taken to ensure confidentiality and anonymity are described in Chapters Four and Five. Participants were informed that their participation was voluntary and they could withdraw at any time.

Significance of the Study

The identification of appropriate effectiveness criteria will provide a framework for developing appropriate and relevant effectiveness performance indicators. This will allow the users and managers of Police and Citizens' Youth Clubs to judge the worth of Police and Citizens Youth Clubs as a not-for-profit government agency in providing recreational services to the youth of Western Australia.

There has been little research into the effectiveness of recreation services at an organisational level, with most studies being concerned with evaluation at the micro level (e.g., programs, use

of facilities, participants' needs). In Western Australia the only known study of organisational effectiveness of recreation services investigated services provided only by local government authorities (Colyer, 1993a). Other effectiveness studies have been undertaken within the Western Australian public sector, but have not specifically targeted their results to service provision that includes voluntary participants such as Police and Citizens Youth Clubs. This study will add to the body of knowledge of organisational effectiveness for not-for-profit recreation services in Western Australia.

Summary

This Chapter has provided a brief outline about the background and history of the development of Police and Citizens Youth Clubs in Western Australia. The purpose, objectives, delimitations and limitations were described as well as a brief introduction to the research method and the significance of this study.

Chapter Two reviews the literature on organisational effectiveness, the relevance of effectiveness to not-for-profit agencies in Western Australia and the use of the Delphi technique as an investigation method. Chapter Three describes the application of, and results from, the use of the Delphi technique. Chapter Four outlines the research method for the follow-up survey (based on the results derived from the Delphi panel) with the results described in Chapter Five. The summary, conclusions and recommendations are discussed in Chapter Six.

CHAPTER 2.

REVIEW OF LITERATURE

Introduction

In this chapter the concept of effectiveness is explored. An overview of the history of research into effectiveness and the more notable attempts at describing and understanding the concept of effectiveness are included. This is followed by a discussion on the relevance of effectiveness to the Western Australian public sector of which the Police and Citizens Youth Clubs are a part, and issues concerning the measurement of organisational effectiveness.

This Chapter also discusses the use of the Delphi technique as an appropriate means of identifying and investigating organisational effectiveness. The main issues to be addressed when using the Delphi technique to undertake research of a complex nature are also discussed.

Theoretical Framework of Effectiveness

Effectiveness is not readily described by a single definition or management model. Its description is dependent on the perspective of the differing disciplines and the theories and models applied (Banner & Gagne, 1995; Campbell, 1977; Denison, 1990; Quinn & Rohrbaugh, 1983). Early studies of organisational effectiveness suffered from a lack of theoretical framework

(Georgopolous & Tannenbaum, 1957) and were surrounded by "conceptual disarray and methodological ambiguity" (Cameron & Whetten, 1983, p. 1).

To adequately explore the complexities of the construct described as organisational effectiveness, the following framework is used in this study. A general overview of issues relating to the theoretical framework that underpins organisational effectiveness is first explored, followed by discussion of definitions and organisational effectiveness criteria. Several models of organisational effectiveness are explored with subsequent discussion on its measurement and monitoring.

The wide range of approaches to studying organisational effectiveness, with little overlap, raised concern for the state of research in the field of organisational effectiveness (e.g., Cameron & Whetten, 1983; Campbell, 1977; Goodman & Pennings, 1977a; Kahn, 1977; Quinn & Rohrbaugh, 1983; Zammuto, 1982). Organisational effectiveness has been described as a construct or concept (Cameron & Whetton, 1983; Zammuto, 1982). However, Quinn and Rohrbaugh (1983) believed, that due to the confusion and uncertainty about effectiveness, it would better be described as a construct. The basis for their argument is that a concept is "an abstraction from observed events", whereas a construct may be described as a higher level of abstraction based on inferences that cannot so easily be linked to specific events or occurrences (Quinn & Rohrbaugh, 1983, p. 363). Quinn and Rohrbaugh believed this is a more accurate description of the state of understanding with organisational effectiveness.

More than forty years ago, in a study of organisational effectiveness in an industrial setting, Georgopolous and Tannenbaum (1957, pp. 536) found organisational effectiveness to be both complex and not very well researched. They attributed this to three factors; the closeness of the concept to differing values or perspectives; researchers selecting effectiveness criteria that had not been grounded in a theoretical framework; and effectiveness criteria being situation specific, rather than being applicable on a universal scale.

In a review of previous work on organisational effectiveness, Georgopolous and Tannenbaum (1957) found that most researchers had centred on 'achievement' criteria such as productivity, net profit, and achieving organisational goals, most of which they believed to be inadequate. Their view was that "the study of organisational effectiveness must contend with the question of organisational means and ends" (Georgopolous & Tannenbaum, 1957, p.535).

The concerns raised by Tannenbaum and Georgopolous (1957) about the immaturity of the knowledge base of organisational effectiveness were also reflected by Goodman and Pennings (1977a) twenty years later. They believed that the research literature on organisational effectiveness was still not well developed and there were no definitive theories that could be applied to organisational effectiveness. Definitions for organisational effectiveness tended to be as numerous as the number of people researching the topic.

The reasons for this lack of definition were associated with the differing views on the nature of organisations, which were further complicated by the lack of a theoretical framework against which to place organisational effectiveness (Goodman and Pennings, 1977b). Other issues highlighted included the identification of constituencies (e.g., employees, managers, clients); the perspective from which organisational effectiveness should be defined; and whether organisational effectiveness should relate to the determinants, the components, or the outcomes of an effective organisation (Goodman & Pennings, 1977a).

From these issues, Goodman and Pennings (1977b) identified six critical problems to be addressed before a suitable framework for understanding organisational effectiveness could be established. Firstly, any theoretical development of organisational effectiveness needs to identify and explicitly state the views and perspectives of the organisation that is to be judged. For example, an organisation that behaved as an open system would incorporate sub systems of input, transformation, maintenance and output (Goodman & Pennings, 1977b). Consequently, a definition of organisational effectiveness that is developed for any individual organisation would have to reconcile the issues of both goal and systems models (Goodman & Pennings, 1977b).

As a further requirement for the development of the framework, a domain or construct space of effectiveness would need to be identified (Goodman & Pennings, 1977b). This includes

identifying the important effectiveness criteria and their relationships with each other, any conditions to their relationships, and any precedents required or dependent relationships in place (Goodman & Pennings, 1977b).

Also necessary in the establishment of a suitable framework is the identification of which constituencies or perspectives are used (e.g., customers, staff or managers). Identifying constituents is necessary to determine whether organisational effectiveness is to be assessed against the official goals of the organisation or the benefits to society in general (Goodman & Pennings, 1977b). Similarly, it is necessary to identify the determinants that make an organisation effective and the level at which those determinants operate (e.g., individual, group or organisational) (Goodman & Pennings, 1977b). Taking into account these five critical problems, it is necessary to then determine what strategies should be employed to better understand organisational effectiveness. The alternatives described by Goodman and Penning (1977b) were to establish and use universal effectiveness criteria, or develop organisation and situation specific criteria.

The issues raised by Goodman and Pennings (1977a) are reflected to some degree by Scott (1977) who suggested that one focus on effectiveness related to the actual program and should take into account three issues. These are goals or outcomes, processes, and organisational structure (in order of importance to effectiveness). Organisational structure includes systems, such as: statutory and legislative requirements; administrative

procedures and requirements; qualifications and standards that require adherence; and budgetary requirements (Scott, 1977; P.64). Scott's definition of structure therefore has some equivalence to Goodman and Penning's definition of constraints.

Scott (1977) argued that consideration of all three factors may provide competing demands on organisational effectiveness. Processes and structure may work against an organisation achieving its goals, thus causing a dilemma when evaluating organisational effectiveness. For example, legislation on working conditions may prevent staff from working the hours that best suit their customer needs.

The other focus described by Scott (1977) takes a broader view and deals with the issue of whether the organisation is actually engaged in the right program. Such issues as how well a program is doing may be irrelevant if it is not "doing the right things" according to the needs of the broader community or against broader criteria (Scott, 1977, p. 87).

Before effectiveness can be defined or described it is necessary to set the context for its understanding and use. Goodman and Pennings (1977a) believed it more important to consider the context and environment in which effectiveness would be investigated. This view was consistent with Scott (1977) who also raised the issues of competing demands of organisational effectiveness and the importance of effectiveness being linked to doing the right things, not just doing those things well. As such, definitions of effectiveness reflect the environment; values and

perspective of the researcher; and the situation being investigated. Therefore, definitions of effectiveness may not be universally applicable to all organisations.

Defining Effectiveness

An early definition of organisational effectiveness suggested that effectiveness was “the extent to which an organisation as a social system, given certain resources and means, fulfils its objectives without incapacitating its means and resources without placing undue strain upon its members” (Georgopolous & Tannenbaum, 1957, p. 535). This definition was inclusive of three general effectiveness criteria that should be applicable across organisations and address the issue of means versus ends. The criteria identified were:

1. Organizational productivity;
2. Organizational flexibility in the form of successful adjustment to internal organizational changes and successful adaptation to externally induced change; and
3. Absence of intra organizational strain, or tension, and of conflict between organizational subgroups.

(Georgopolous & Tannenbaum, 1957, p. 536)

A definition offered by Goodman and Pennings (1977b) was not inconsistent with this and included organisational constraints, goals and referents. Their definition stated that “organisations are effective if relevant constraints can be satisfied and if organisational results approximate or exceed a set of referents for multiple goals” (Goodman & Pennings, 1977b, p.160).

Constraints were described as standards or requirements to be met when guiding individual and organisational behaviour, that is, the 'how' things are done. Goals were defined as the desired end state or achievements that are sought as defined by the dominant coalition of constituents. Referents were described as the standards against which effectiveness should be measured, usually in terms of the constraints and goals.

Goals and Objectives Approach

Most early researchers were seeking universal criteria for effectiveness and generally attempted to define effectiveness using a goal based approach. One of the better known goal based schools is known as 'Management by Objectives' (Banner & Gagne, 1995; Campbell, 1977), which represented the "ultimate in a goal-oriented model of effectiveness" (Campbell, 1977, p. 26). Under the Management by Objectives technique, the effectiveness of the organisation is measured by the level of achievement against specific goals for all levels of the organisation. Such goals need to be measurable, set against time-frames and realistic in expectations (Banner & Gagne, 1995). Three key assumptions underlie the goals and objectives approach, these being; organisations are rational and actively seek to achieve agreed goals or objectives; valid goals can be identified and agreed upon; and the goals are measurable (Banner & Gagne, 1995, pp. 109-110).

Other goal based definitions take the same approach by defining organisational effectiveness as the degree to which an

organisation achieves its objectives or its desired outcomes (Office of the Auditor General, 1994; Rowe, Mason & Dickel, 1985; Ziebell & De Coster 1991). This perspective was also shared by Hannan and Freeman (1977, p. 110) who found that effectiveness most commonly refers to the "... degree of congruence between organisational goals and observable outcomes", thereby suggesting that an organisation's goals are the benchmark for determining its effectiveness.

In a recent, and more local example, which is consistent with these definitions, the Western Australian Office of the Auditor General (1994) defined effectiveness as measuring the outcome and impact of a program against its stated objectives. This definition is placed in context using the Public Sector Performance Management Framework (Figure 2). Objectives were defined as "what the program is intended to achieve", with outcomes defined as "the extent to which the program objective has been achieved". Program impact was defined as "the effect the program's achievement has had on the area of public interest" (Office of the Auditor General, 1994, p.5).

Although this approach is limited to only defining effectiveness against specified goals or objectives, measurability is its main advantage. The performance of an organisation generally can be measured more easily in terms of whether goals have been achieved, either partially or fully, or the extent of failure to meet the desired goal or objective. This can be undertaken at all levels of an organisation with either corrective action identified or

achievement based rewards provided for organisation sub-units (Banner & Gagne, 1995).

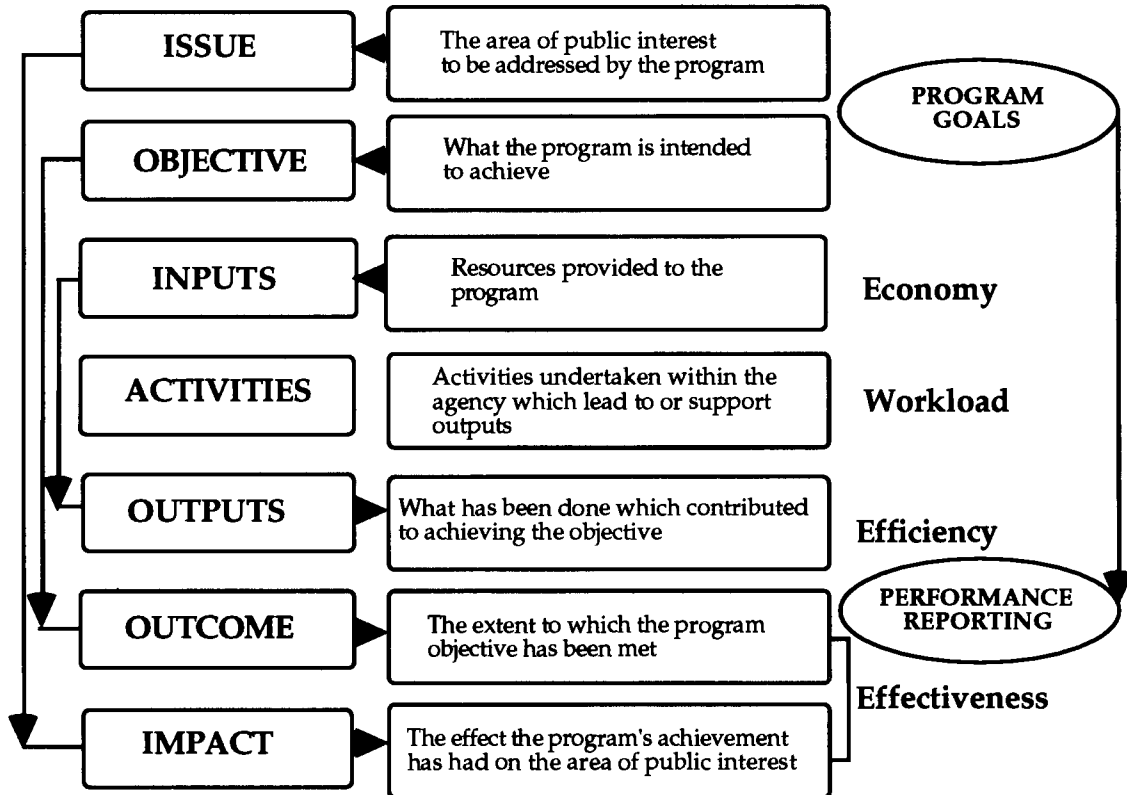


Figure 2. Public Sector Management Framework (Office of the Auditor General, 1994, p. 5)

There are a number of concerns that arise when assessing an organisation based on its ability to meet its goals. Foremost is the difference between official goals and the real goals that the organisation is trying to achieve (Banner & Gagne, 1995; Campbell, 1977; Hannan & Freeman, 1977; Pfeffer, 1977). While the official goals of the organisation may be widely publicised and supported, they may bear little resemblance to the actual (operative) or operational goals that the organisation, or the

individuals in it, are actually trying to achieve. Operational goals are described as “official goals modified by people, politics, and the external environment” (Banner & Gagne, 1995, p.110). There may also be substantial variance in the operative goals of sub-units within an organisation that are all attempting to achieve the same official organisational goals. This makes it difficult to determine what the important and relevant goals of an organisation are (Hannan & Freeman, 1977). Banner and Gagne (1995) found three other major problems with assessing effectiveness using the goals approach, these being people, internal politics, and the external environment.

As all organisations are comprised of people, they are susceptible to the variations that individuals may have in interpreting and determining the priorities of official goals. Changes in senior management can have a substantial effect on the direction of an organisation leading to a shift in emphasis of the ‘operative’ goals with little, or no change to the official goals against which an organisation may be held accountable (Banner & Gagne, 1995, p. 110-111).

The internal politics of an organisation are rarely identified within the official structure, nor cited as a specific constituent group. However, lobby groups and influential individuals can combine with variations in staff skill levels to be powerful effectors that move an organisation away from its official goals. There are also pressures from the external environment that can cause a change in ‘operative’ goals with a subsequent shift away from official goals. These pressures may come from

constituencies such as sponsors, funding agencies, clients, competitors, government, community interests, and lobby groups (Banner & Gagne, 1995, p. 111).

An important issue is whether the goals are predictive or reactive. Rather than being used as a planning and review mechanism, goals can be selected to match what has already been achieved. This may be done to improve the image of the organisation by showing how it has met its stated goals. Also relevant is the issue of determining whose are the stated goals that are the most important (e.g., those of senior or middle management; service providers; other internal power groups; clients; sponsors and funding agencies; or the community) (Banner & Gagne, 1995, p. 113; Hannan & Freeman, 1977; Office of Public Sector Management, 1994; Pfeffer, 1977).

Systems Approach

Systems approaches were developed to describe organisational effectiveness in terms of the internal and external environment (Zammuto, 1982). These approaches suggested that "effectiveness indicators will serve as reliable signals to management and interested parties that the organisation is fulfilling its social mission in its allocation of resources" (Ziebell & De Costa, 1991, p. 176). Systems approaches may not be relevant to "not-for-profit" organisations as the desired outputs or outcomes may not be measurable in terms of the inputs. The levels of satisfaction, achievement, and enjoyment obtained through participation in a recreation service, like the Police and Citizens Youth Clubs, cannot

be easily given a monetary value comparable with fiscal and resource inputs (Parkhouse, 1991). Rather they may need to be measured against less tangible and measurable indices such as improved health, fitness, lifestyle and acceptance of authority.

The systems approach tends to look at the means used to achieve the ends rather than just the ends themselves as used by the goals and objectives approach. Effective organisations need to continually monitor and positively respond to all environmental factors to maintain legitimacy, especially external constituencies, and not focus just on the level of inputs required to achieve the desired outputs or outcomes (Banner & Gagne, 1995).

Strategic Constituencies Approach

The strategic constituencies approach focuses on organisational effectiveness being defined by the relevant constituents (e.g., users, service providers, upper echelon managers). Zammuto (1982) suggested that constituent preferences and performance constraints (e.g., system, environmental and resources) are the two variables upon which organisational effectiveness is dependent. Being effective according to constituent groups has some dependency on the performance constraints of that organisation. This view is similar to that of Van de Ven and Ferry (1980) who suggested the constituent group whose preferences reflected an understanding of the constraints of an organisation is particularly important in determining the organisational effectiveness for an organisation. However, it is not always possible to be effective according to all constituent groups,

especially those with competing values, due to these performance constraints (Banner & Gagne, 1995, p. 119).

Cameron and Whetten (1983, pp. 270-274) used seven decision guidelines as a framework for ensuring the variability of constituent preferences and different situational factors were considered when attempting to assess organisational effectiveness:

1. From whose perspective is effectiveness being judged?
2. On what domain of activity is the judgement focused?
3. What level of analysis is being used?
4. What is the purpose for judging effectiveness?
5. What time frame was employed?
6. What type of data are being used for effectiveness?
7. What is the referent against which effectiveness is judged?

Cameron and Whetten (1983, p. 270) believed that it was most important to establish whose perspective or viewpoint will be adopted, as the understanding of organisational effectiveness may vary greatly between the different constituent groups of an organisation. The senior management of an organisation may have a more macro or strategic perspective on organisational effectiveness compared to an individual within a sub-unit whose perspective may be more focused on local or specific issues. While Cameron and Whetten (1983, p. 270) did not advocate any single constituent group as being more important than the other, they emphasised that the perspective of organisational effectiveness will vary between constituents and thus it is

important to explicitly state the perspective adopted when assessing organisational effectiveness.

The domain of activity relates to the specific activities that are undertaken by an organisation and can be generally linked to constituent groups (Cameron & Whetten, 1983, p. 270). Most organisations have a variety of domains, each with varying levels of effectiveness, and each potentially conflicting with each other. This is not inconsistent with issues raised when using an outcome or goal based model for assessing effectiveness where the goals of an organisation may be at variance or contradictory to each other (Banner & Gagne, 1995; Hannan & Freeman, 1977). Therefore, it is necessary to be clear and explicit on what domain of activity will be the focal point in assessing activity.

Consistent with the perspective and domain used it is necessary to establish at what level of the organisation will effectiveness be judged. The spectrum varies from the individual level to a societal level with degrees in between. At an individual level effectiveness may address such issues as occupational health, employment conditions and personal well-being. At a unit level, issues such as teamwork, group leadership and unit productivity may predominate. The ability to successfully adapt to a changing external environment and meeting organisational goals are more relevant concerns at an organisational level with the benefits of the organisation to the community being more appropriate at the societal level (Cameron & Whetten, 1983, p. 271). As with perspectives and domains, each level may not be compatible with each other, and may even be competitive. For example, achieving

a comfortable work environment may be considered effective at an individual level, but may contradict an organisational goal of reducing costs.

The determination of whether a not-for-profit public sector organisation is effective serves a number of purposes that will affect the perspectives used, domain of activity and level of analysis in any evaluation conducted (Cameron & Whetten, 1983, pp. 271-272). Some purposes for determining effectiveness include: to meet a statutory requirement; the identification and investigation of problems that a program may have; whether the allocation of substantial resources to a program is justified; to assess the impact on a program within a changing environment; and if the program is a high priority or public profile (Public Sector Management Office, 1995a).

It is important to ensure that the actual purpose for investigating effectiveness is clear and explicit. If the purpose for determining the effectiveness of an organisation is to assess whether the resources provided to a program are justified, the strategies used for evaluating effectiveness could vary greatly from when the purpose is to meet a statutory requirement. The threat posed to stakeholders may be substantially different and affect the strategy for conducting an evaluation of organisational effectiveness (Cameron & Whetten, 1983, pp. 271-272).

The time frame, over which effectiveness is relevant, is important in determining the criteria against which effectiveness may be measured. If the time frame is short then the

effectiveness criteria may be different from criteria used if the time frame is long (Cameron & Whetten, 1983, p. 272). Also of importance is the time specificity of determining effectiveness criteria which change over time due to factors such as organisational growth; changing constituencies, including internal and external stakeholders; and the changing external environment (Banner & Gagne, 1995; Quinn & Cameron, 1983)

Funnel (1996) described a 'Program Logic' model in which programs have a hierarchy of outcomes. In this model there are short term or intermediate outcomes that may be judged against effectiveness criteria in the short term. Such criteria would probably also reflect effectiveness from the perspective of a sub-unit (e.g., ensuring all Police and Citizens club staff are properly trained). These effectiveness criteria would substantially differ when related to long term outcomes and a long term time frame (e.g., the effect of the Police and Citizens club program on reducing juvenile crime in the community). The time frame should be consistent and appropriate to the perspective used, domain of activity and the level of analysis undertaken; and linked to the purpose of determining organisational effectiveness.

The type of data collected to evaluate effectiveness is greatly dependent on the perspectives used, domain of activity level of analysis and time frame (Cameron & Whetten, 1983, pp. 272-273). For example, gathering information about the processes required to make a sub-unit effective in meeting the intermediate goals of an organisation may require the use of interviews, reviewing record and internal surveys. This is

compared to the type of information required to assess whether an organisation is meeting its strategic or societal goals. Such instruments used could include customer surveys, strategic stakeholder (or expert) opinion, or assessment against organisational goals.

Cameron and Whetten (1983) believed that it is important to determine by which criteria an organisation will be judged effective. Options include comparisons against similar organisations or competitors (comparative judgement); pre-determined standards such as best practice standards or statutory requirements (normative judgement); organisational goals and objectives (goal-centred judgement); an organisation's past performance (improvement judgement); or the extent to which the organisation has the characteristics it deems necessary and desirable (trait judgement) (Cameron & Whetten, 1983, p. 273).

The conclusions of Cameron and Whetten (1983) were similar to those of Goodman and Pennings (1977b). Effectiveness criteria are dependent on such issues as the context, constituency groups, referents and the individual organisational situation rather than a set of universal or standardised effectiveness criteria.

Identifying Effectiveness Criteria

Campbell (1977) defined organisational effectiveness by specific referents or facets of an organisation. He stated that global descriptions of effectiveness and ineffectiveness were "virtually

useless" (Campbell, 1977, p. 18) with any single conceptualisation of effectiveness being only relevant in a specific (possibly unique) context. Campbell (1977) believed a more productive approach was to develop a construct that identified the kinds of variables that should be measured and the interrelationship that existed between them. As part of this process, Campbell (1977) identified thirty effectiveness criteria (Table 1) that could be seriously considered as indicators of organisational effectiveness. Table 1 lists Campbell's organisational effectiveness criteria.

Table 1.

Campbell's 30 Organisational Effectiveness Criteria (1977, pp. 36 - 39)

1. Overall effectiveness	16. Planning and goal setting
2. Productivity	17. Goal consensus
3. Efficiency	18. Internalisation of organisational goals
4. Profit	19. Role and norm congruence
5. Quality	20. Managerial interpersonal skills
6. Accidents	21. Managerial task skills
7. Growth	22. Information management/communication
8. Absenteeism	23. Readiness
9. Turnover	24. Utilisation of environment
10. Job satisfaction	25. Evaluations by external entities
11. Motivation	26. Stability
12. Morale	27. Value of human resources
13. Control	28. Participation of shared influence
14. Conflict/cohesion	29. Training and development emphasis
15. Flexibility/adaptation	30. Achievement emphasis

These indices were acknowledged by Campbell as being both extensive and diverse; and varying in specificity and closeness to long term organisational outcomes. It was also conceded by Campbell that investigating these indices would require a variety

of research and evaluation methods due to their diverse nature. Campbell emphasised that these indices were not meant to be all used within all organisations, but rather to offer a range of indices from which specific indices may be selected for individual organisations and situations.

Towards Describing an Effectiveness Construct

Building on the work done by Campbell, Quinn and Rohrbaugh (1983) undertook an analysis of the opinions about organisational effectiveness of organisational theorists using two Delphi panels. The first panel was comprised of seven individuals who had all published on effectiveness, held doctorates and worked at different institutions. Panel members were requested to evaluate the 30 effectiveness criteria identified by Campbell (1977) and refine them further using four decision rules for eliminating criteria:

The criteria must be:

1. not at the operational level of analysis;
2. not a singular index, but a composite of several criteria;
3. not a construct, but a particular operationalisation; or
4. not a criterion of organisational performance.

(Quinn & Rohrbaugh, 1983, p. 366)

The participants of the first Delphi panel found there were 16 criteria that complied with these decision rules. A second application of the technique was conducted using a panel of 45 organisational theorists. Panel members were required to rate the similarities and differences between all possible pairings of

the 16 criteria identified by the first panel (Quinn & Rohrbaugh, 1983, p. 366). The relationships identified by the panel members provided the data for Quinn and Rohrbaugh to develop a framework for placing organisational effectiveness indicators in context. This was called the Competing Values Framework because of the propensity for the criteria in the model to be in competition with each other for resources, priorities, and importance. Quinn and Rohrbaugh (1983, p. 371) used the Competing Values Framework to describe effectiveness in terms of four organisational models. These were the:

- Rational Goal Model, value based with stress on control and external focus.
- Internal Process Model, with accent on control and internal focus.
- Human Relations Model, with effectiveness criteria reflecting flexibility and internal focus.
- Open System Model, based on flexibility and external focus.

The Human Relations and Open Systems were described as part of a Natural Systems Model with the Rational Goal and Internal Process described as Rational Models. Effectiveness indicators were also described in terms of three organisational dimensions: structure; internal or external focus; and a means or ends orientation.

Quinn and Rohrbaugh (1983) found that although the models differed substantially in their underlying philosophies, the

relationships between them were stable and suggested a common underlying framework. Figure 3 shows how the criteria identified were categorised by the three value sets of organisational focus (internal/external); organisational structure (flexibility/control); and emphasis on means or ends.

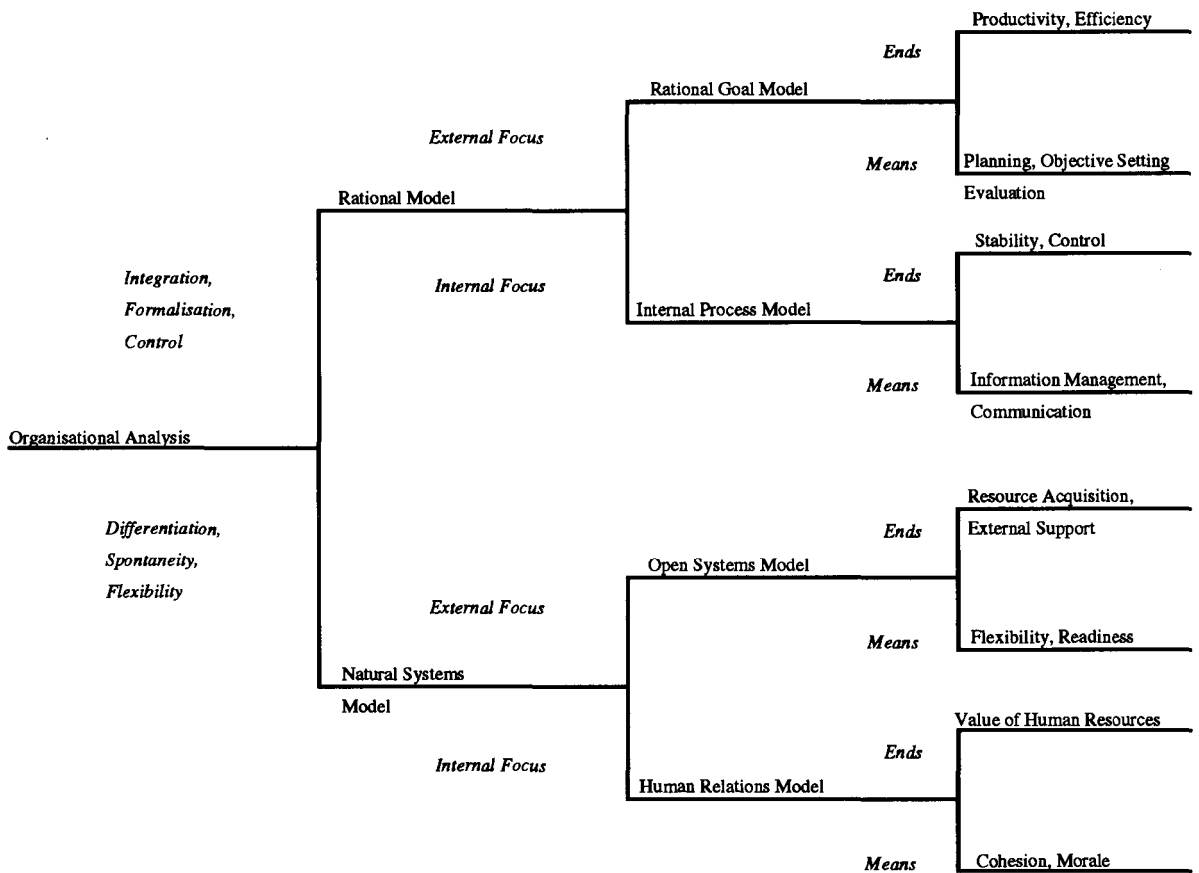


Figure 3. Quinn and Rohrbaugh's Competing Values Framework depicting the relationship between management models and identified effectiveness criteria (1983, p. 374).

The approach taken by Quinn and Rohrbaugh (1983) allows for constituent and situational factors to be incorporated into a framework that includes stable inter-relationships between criteria for each model. Notwithstanding this stability, constituent

and situational factors can change over time with a subsequent shift in the focus between the organisational models identified (Daft, 1995; Quinn and Rohrbaugh, 1983). The framework allows the different criteria of each model to be applied against different organisation types where appropriate. For example, an organisation that follows the Open Systems model, as shown in Figure 4, may also follow the Human Relations model to some degree. Whilst the interaction between organisational models can vary, the relationship between the criteria within the models are stable.

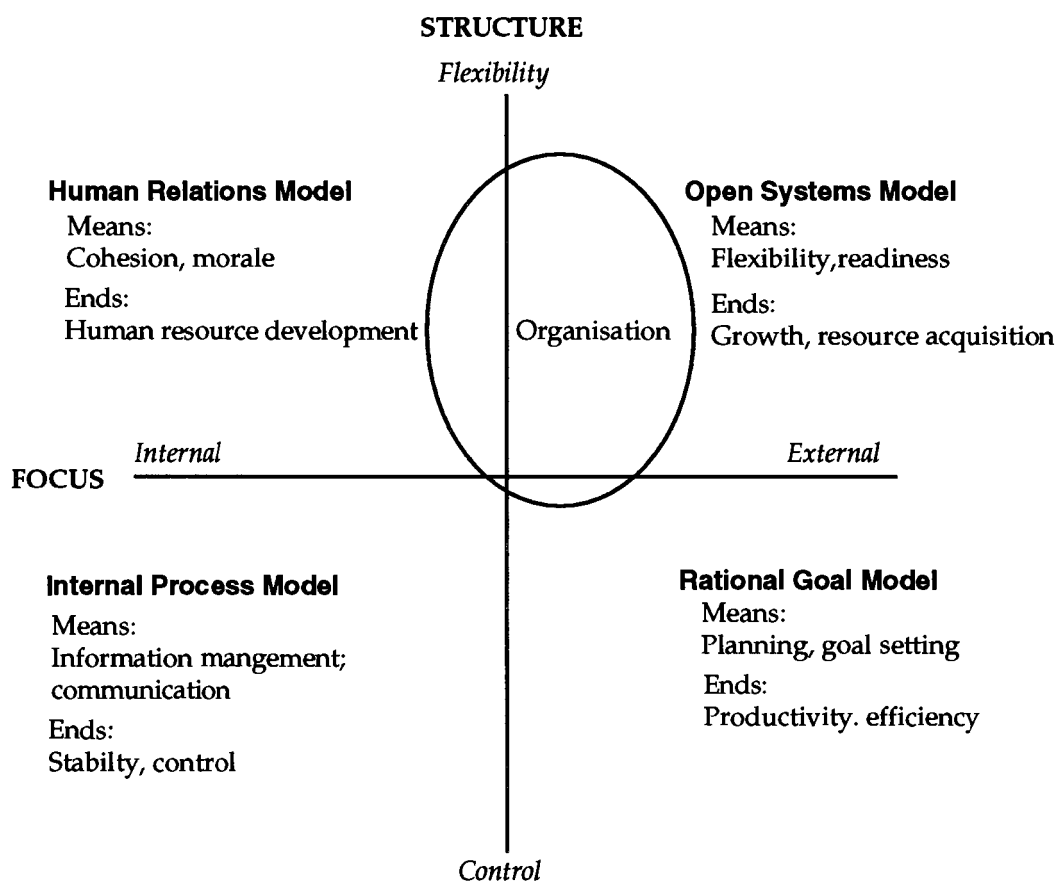


Figure 4. Adaptation of Quinn and Rohrbaugh's Competing Values Framework that portrays the spatial relationship between the three value sets, four management models and effectiveness criteria (1983, p. 369).

Effectiveness and Not-for-Profit Organisations

The Federation of Police and Citizens Youth Clubs is a human service organisation with programs designed for the personal development and growth for young people (Atkinson, Hargreaves, Horowitz & Sorenson, 1978). For "not-for-profit" human services, effectiveness indicators are necessary as a method of determining if an organisation is performing well (Boyle, 1989; Hargreaves & Atkinson, 1978; Mason, 1981; Quinn & Rohrbaugh, 1983; Ziebell & DeCoster 1991).

Effectiveness criteria are "the ultimate in performance criteria" for there is little social justification for a "not-for-profit" organisation unless it is effective (Ziebell & De Coster, 1991, p 541). This issue of not-for-profit organisations being effective to justify their expenditure of resources may have some face validity in terms of ensuring that the community, or public in general, receives value for the resources they are ultimately responsible for providing.

Researchers have discussed several issues relevant to not-for-profit and public sector agencies that need to be taken into account. Quinn and Rohrbaugh (1983) discussed how competing values and contradictory demands can affect the effectiveness of not-for-profit organisations. These issues are caused by the multiple and competing goals of different constituents and the subsequent relationships that will affect the performance of these organisations (Hall & Quinn, 1983). Public sector

organisations have to meet the competing demands of a greater range of stakeholders. Not only do they have to be mindful of being efficient with the use of resources and effective in achieving outcomes, they also have to manage powerful stakeholders whose needs may have little relevance to the organisation's outputs. Such stakeholders include state politicians who may place political party interests before community interests, or who make decisions based on populism rather than sound judgement. In a hypothetical example, a Police and Citizens Youth Club (PCYC) operating in a small community may be seen to be not achieving results and expensive to run. A rational decision based on performance would be to close it. However, to do so could be seen as not supporting local youth, potentially a politically unpopular move.

The phenomenon of maintaining "not-for-profit" organisations for reasons other than profit was described by Meyer and Zucker (1989) as the 'permanently failing organisation'. The justification for maintaining such organisations are not always made public, nor are they necessarily in the best interest of all stakeholders. For these organisations, the more generally accepted definition of effectiveness (i.e., achievement of outcomes) may be only one factor to consider when assessing the worth of a not-for-profit organisation.

Organisational effectiveness within the public sector is subject to factors beyond those that affect commercial organisations. Secondary impacts, social benefits, legislative constraints and political direction all play a far greater role in determining

whether a not-for-profit organisation is perceived as effective. An assessment of organisational effectiveness for not-for-profit organisations must incorporate these factors, and others including environment and time specificity (Kriegler, Dawkins, Ryan & Wooden, 1988; Public Sector Management Office, 1994b).

Effectiveness in the Western Australian Public Sector

The responsibility of public sector managers to improve reporting of effectiveness has become an increasingly important issue within the Western Australian Public Sector (Public Sector Management Office, 1994b). There was a change from merely reporting on compliance of the Financial Administration and Audit Act 1985 of Western Australia to incorporating effectiveness reporting into the management cycle as part of agency evaluation (Public Sector Management Office, 1994b; Public Sector Management Office, 1995b).

The Public Sector Management Office undertook the investigation and development of 'Effectiveness Attributes' appropriate as a framework for reporting on effectiveness within all public sector agencies. The aim of this process was to improve accountability to responsible bodies (e.g., Ministers of the Crown, State Cabinet). These attributes were modelled on those developed by the Canadian Comprehensive Auditing Foundation (1988), which had undertaken extensive consultation with relevant stakeholders including Members of Parliament, Chief Executive Officers, and noted evaluators. The Foundation also undertook three research projects, including a literature review of evaluation, performance

monitoring and accountability; a review of expert perceptions of organisational effectiveness; and a review of relevant public sector documents on effectiveness (Canadian Comprehensive Auditing Foundation, 1988).

The attributes developed by the Canadian Comprehensive Auditing Foundation were refined by the Public Sector Management Office and further investigated using pilot studies within three Western Australian public sector agencies; Mailwest, Office of the Public Service Commissioner and the Children's Court. The results from the pilot studies indicated that the framework using the twelve effectiveness attributes was useful to improve management practice, identify significant gaps in information systems, improve knowledge and understanding of systems within each of the organisations piloted, and identify areas for "management improvement" (Public Sector Management Office, 1994b, p. 51).

There are twelve organisational effectiveness attributes (refer Table 2) that should be applied in the Western Australian public sector which includes the WA Police Service and PCYCs (Public Sector Management Office, 1994b). Any review about the organisational effectiveness of PCYCs should consider these attributes.

The most important factor concerning the effectiveness attributes of a program or organisation is its relevance, which in this context is described as the extent that a program makes sense in regard to the problem, condition or need to which it was intended

to respond. This is fundamental to the continued existence of the program (Public Sector Management Office, 1994b pp. 37-38). Relevance should address the coherence of program activities, the intended outcomes and the needs that are addressed as primary considerations. Whether or not a program achieves its outcomes may be irrelevant if those outcomes do not fulfil a need (Scott, 1977).

Table 2.

Effectiveness Attributes Appropriate to the Western Australian Public Sector (Public Sector Management Office, 1994b)

1. Relevance
2. Appropriateness
3. Achievement of Intended Results
4. Acceptance
5. Responsiveness
6. Secondary Impacts
7. Management Direction
8. Costs and Productivity
9. Financial Results
10. Working Environment
11. Protection of Assets
12. Monitoring and Reporting

If a program is relevant then it is important to determine the extent to which program design, delivery and the level of effort

are logical given the specific objective to be achieved (Public Sector Management Office, 1994b p. 38). This appropriateness is important to ensure the best use is made of available resources and should include factors such as the relevance of program activities to the accomplishment of objectives and meeting the needs identified (Funnel, 1995); and the extent that the effort is consistent with the importance of the need (Public Sector Management Office, 1994b p. 38).

Organisational effectiveness as a measurement of achievement (the extent to which goals and objectives have been realised and whether the level of achievement is satisfactory) is one of the more common usages of the term effectiveness. The Western Australian Public Sector Management Office (1994b pp. 39-40) also include this meaning within its twelve effectiveness attributes. Reporting on effectiveness (as a measurement of achievement) by public sector organisations (including PCYCs) is required by the WA State Treasury Instruction 904 and requires reporting on the level of outputs, intended impacts or outcomes, or intermediate results (Funnel, 1995; Office of the Auditor General, 1994; Public Sector Management Office, 1994b). It is important that reporting on outcomes or outputs is only one of a number of attributes for organisational effectiveness, rather than being the only one.

As a prelude to the achievement of an organisation's intended results in the form of objectives or goals, there must be the clear communication and understanding of these goals and objectives to all involved in the organisation. It is hard to work to achieve

goals and objectives if they are not well known and accepted. The setting, maintaining, documenting and communicating the 'management direction' is critical to ensure that organisational objectives are met (Public Sector Management Office, 1994b pp. 43-48). In addition to the clear communication of goals and objectives is the requirement for 'monitoring and reporting' on the level of success or achievement. This reporting should be useful to all levels of reporting and ensure a focus on organisational effectiveness. The accounting of 'financial results' should also be included (Public Sector Management Office, 1994b, p. 45).

Other attributes that have traditionally not been viewed as effectiveness attributes were also adopted by the Public Sector Management Office for trial in Western Australia. An important aspect of any not-for-profit or public sector organisation is the 'acceptance' of the program. Acceptance refers to the extent to which stakeholders of the program (e.g., clients, users or customers; sponsoring bodies) judge it to be satisfactory and worthwhile (Public Sector Management Office, 1994b, pp. 40-41). Acceptance is important to determine whether 'achieving the intended results' will actually meet the needs or expectations of clients and stakeholders. Thus, an assessment of 'acceptance' has the ability to show discrepancies between stakeholder expectations and the achievement of program objectives (Public Sector Management Office, 1994b, pp. 40-41).

An important aspect of a not-for-profit organisation, especially a public sector one, is the degree of 'responsiveness' to adapt to

changes in legislation, regulations, changes in customer or stakeholder needs, and with external and internal influences. This responsiveness is important because of the increased rate of change in the environment that not-for-profit organisations operate (Goodman & Pennings, 1977a; Public Sector Management Office, 1994b, pp. 41-42; Scott, 1977).

A possibly unique aspect of effectiveness in the not-for-profit and public sector is that of 'secondary impacts', described as the extent to which other unintended or unexpected impacts have occurred (Public Sector Management Office, 1994a p.42). It is important that programs are not effective at the expense of other highly regarded social values. For example, providing a Police and Citizens Youth Club in an area already well catered for with commercial sporting facilities may create a secondary impact, such as unfairly subsidised competition.

Being effective in terms of providing an appropriate 'working environment' is defined as the extent to which the decision-making body is managing personnel constructively to achieve policy objectives and a necessary component of organisational effectiveness for public sector organisations (Public Sector Management Office, 1994b). Being effective in terms of the 'working environment' requires an organisation to provide an appropriate work atmosphere; opportunities for development and achievement; and promotes commitment, initiative and safety (Public Sector Management Office, 1994b, p.46).

Efficiency (defined as inputs compared to outputs) and security of assets are the two final effectiveness attributes determined as relevant to public sector agencies (Public Sector Management Office, 1994b, p. 47).

Comparison of Models

When the twelve effectiveness attributes identified by the Public Sector Management Office (1994b) are compared to the effectiveness indicators in Quinn and Rohrbaugh's Competing Values Framework (Table 3), they are not incompatible.

Although not a definitive nor exhaustive comparison, Table 3 illustrates the general commonality of effectiveness attributes (or indicators) with some exceptions. Quinn and Rohrbaugh did not confine their research to public sector agencies (as the Public Sector Management Office did) thereby issues of 'Relevance' and 'Secondary Impacts' may not seem as important to the commercial sector. For example, the placement of a commercial recreation centre may be based completely on commercial viability, while the placement of a community or government owned centre may be based on the long term effects of improved community health, personal development and quality of life.

Table 3.

Comparison of Effectiveness Attributes Described by the Public Sector Management Office (1994) and Quinn and Rohrbaugh (1983)

Public Sector Management Office 1994	Quinn and Rohrbaugh 1983 Competing Values Framework
Relevance	Evaluation, external support, information management (partial)
Appropriateness	Planning, objective setting, evaluation, productivity, information management
Achievement of intended results	Objective setting, evaluation, information management
Acceptance	External support
Responsiveness	Flexibility, readiness
Secondary impacts	Evaluation
Management direction	Planning, objective setting, communication (partial), control (partial), information management (partial)
Costs & productivity	Productivity, efficiency
Financial results	Evaluation
Working environment	Value of human resources, cohesion, morale, stability, control (partial)
Protection of assets	Resource acquisition, control
Monitoring & reporting	Evaluation, Information management

Measuring and Evaluating Effectiveness

Goal Based Approach.

Traditionally, organisations have reported the costs of their programs and the amount of work done that provides little information on an organisation's achievement or how well it may

be doing what it is supposed to do (Office of the Auditor General, 1994, p. 3). Both efficiency and effectiveness (in terms of outcomes) were identified as the main indicators of achievement and performance (Office of the Auditor General, 1994). The problems of a goal based approach to effectiveness still persist. These include the variance between official and real goals, sub-units of an organisation, people, internal lobby and special interest groups, and the external environment (Banner & Gagne, 1995).

Notwithstanding the above issues, there have been attempts to improve the way that effectiveness is evaluated using a goal or outcome based approach. Funnel's (1996, p. 2) Program Logic Model, offered a framework of a hierarchy of outcomes. This outcome hierarchy shows how the level of outcomes for a program can progress from 'Outputs' to 'Immediate Impact' to 'Intermediate Outcomes' and finally to 'Ultimate Outcomes'. This framework allows for the identification of the cause and effect relationships between the levels of outputs and outcomes.

The Program Logic hierarchy can be further described in terms of six factors (Funnel, 1996, p. 2):

1. The attributes by which success will be measured for any output or outcome;
2. Those factors that are likely to affect the outcome and are within the control or influence of the program;
3. Those factors that are likely to affect the outcome and are outside the control or influence of the program;

4. The program activities and resources used to control or influence factors both within and outside the control of the program;
5. The performance information that is required to measure the success of the program in achieving desired outcomes; and
6. The comparisons that are required to judge and interpret performance.

The Program Logic model allows for effectiveness, as a measure of outcomes, to be relevant to both higher level, or longer term outcomes, and those of a lower level and more operational nature. This model is useful for evaluating the services provided by organisations, like the Police and Citizens Youth Clubs, where an evaluation based on the long term outcomes of the service is less tenable. Measuring the organisational effectiveness of the PCYC's service in achieving long term benefits is confounded by the varying degrees and levels of club contact by members; the varying impact of that contact; and the uncontrollable effect of external influences such as home and school environment, peer pressure and social affiliations. PCYCs have provided varying opportunities to influence young people, when contact may range from less than one hour a week through to daily contact of several hours. The effect of the contact also varies due to the diversity in program content, club structure, individual personalities and ideology. As such, the organisational effectiveness of the service cannot be reliably accounted for in terms of longer term outcomes.

The measurement of long term outcomes of PCYCs is also impeded by limitations within the five objects in the Constitution of the Federation of Police and Citizens Youth Clubs. The objects do not reflect the outcomes desired but rather the strategies that should be used to produce “better citizens”. For example: “To provide clean healthy recreation for young people” is a strategy to achieve an undefined concept of “better citizens”. Thus, a goal based evaluation to assess ill-defined outcomes is inappropriate because the outcomes have not been clearly identified or defined.

Strategic Constituencies Approach.

Organisations have a number of constituent groups that include clients; service providers, and donors. Each of these constituent groups have a different perspective of what is important in terms of organisational effectiveness (Banner & Gagne, 1995, p. 119; Daft, 1995, p. 60; Meenaghan, Washington & Ryan, 1982, p. 69; Zammuto, 1982, p. 151). These constituent groups may be in conflict with each other and satisfying the needs of one could be detrimental to another. Banner and Gagne (1995) suggested that organisational effectiveness could be determined by the ability to satisfy multi-constituent preferences, at least to a minimum level.

Cameron and Whetten (1983) also argued that appropriate and relevant criteria of organisational effectiveness for an organisation should be defined by the relevant constituent groups with effectiveness being inseparable from an organisation’s multiple constituencies and their goals (Hall &

Quinn, 1983). Additionally, Cameron and Whetten (1983) believed the constraints under which an organisation operates were also important (e.g., occupational health legislation, workplace agreements, financial resources, staffing level, competition from other organisations, community expectations). The competing nature of different constituent preferences and the effect of organisational constraints usually means that not all preferences and constraints can be satisfied. For example, PCYC users who wish to use the PCYC service on a Sunday have to compete with the preferences of Police staff who wish to have Sunday off, and the constraints of the organisation that does not want to pay staff overtime for Sunday work.

There are a number of issues regarding constituents to be considered. Zammuto (1982) suggested that the major impediment to understanding organisational effectiveness may lie with the inability of researchers to adequately define the problem they are actually trying to solve when investigating organisational effectiveness. Without a clear definition, then the solutions will never be clear. Thus, the focus should be on determining what, how and when to measure organisational effectiveness (Cameron & Whetten, 1983). Defining the important constituent groups and their perspectives is necessary to determine the 'what', and subsequently determining the 'how' and 'when', of organisational effectiveness evaluations.

In determining the parameters of defining relevant criteria of organisational effectiveness, Cameron and Whetten (1983) stated the need for terms of reference to be broad but not too broad.

Terms of reference should not restrict the usefulness that is inherent in such a complex construct such as effectiveness. However, involving all of the important constituent groups may make research into organisational effectiveness unwieldy. They suggested that any assessment of effectiveness should not be any more multivariate or complex in nature than necessary; to unduly complicate the process would not necessarily improve it (Cameron & Whetten, 1983).

Cameron and Whetten (1983) also argued against using too narrow a focus when collecting such multi-constituent data. They advocated gathering information from a broad range of perspective's to improve the potential for data collected to reflect the true situation in an organisation. Cameron and Whetten's (1983) framework for decision guidelines reflected the need for evaluation and assessment of organisational effectiveness to be addressed in a coordinated way to provide for consistent research decisions.

Summary

Attempts to investigate organisational effectiveness based on a common universal criterion were not always useful due to the great variation between individual organisations. These variations include internal variables such as people, differing priorities, and hidden agendas, and external variables that include different political priorities and agendas, community support, and variations in need. This applies even in groups or organisations that would, at a superficial level, appear to be

homogenous, such as the Western Australian public sector (Banner & Gagnes, 1995, Campbell, 1977, Office of the Auditor General, 1994b).

In accepting this incompatibility, a number of researchers highlighted the need for situation dependent models for determining effectiveness criteria. These do not attempt to measure effectiveness against standard or universal criteria but focus on the process for determining the criteria (Cameron & Whetten, 1983, Georgopolous & Tannenbaum, 1957, Goodman & Pennings, 1977, Public Sector Management Office, 1994b, Scott, 1977, Zammuto, 1982).

Although segments of the Western Australia public sector are focused on outcome or goal based investigations of effectiveness, the nature of Police and Citizens Youth Clubs do not easily allow the determination of longer term outcomes or impacts. This is due to the varying levels of affect that interaction with the clubs has on young people. The stated goals of the clubs are consistent with this limitation and reflect the processes or strategies for achieving outcomes rather than the outcomes themselves. This leads to effectiveness being investigated in terms of the determinants or strategies required to achieved effectiveness, rather than the desired outcomes. In addition, the lack of research on organisational effectiveness undertaken on Police and Citizens Youth Clubs in Western Australia requires the development of criteria that are relevant and appropriate to the Clubs.

An Overview of the Application of the Delphi Technique

The Delphi technique is a process that facilitates group consensus from a panel of experts in a specific field without subjecting members to contact meetings (Benarie, 1988; Delbecq, Van de Ven & Gustafson, 1975; Jones, 1975; Wedley, 1980). The process solicits individual opinions from persons in the form of written responses. These opinions are analysed, categorised and fed back to participants in a written form for further comment, refinement or development. The Delphi technique is particularly useful for aggregating information and judgements from people who cannot physically get together, or if they can, do not work together in a productive manner (Delbecq et al., 1975, Linstone & Turoff, 1975). As such, it provides an appropriate means of accessing complex information from persons who are widely dispersed geographically, as in this study.

The Delphi technique was initially applied as a method of forecasting (in any specific field) using a panel of experts. It has also been used for gaining information and generating criteria for evaluation in a variety of settings including human services where the evaluation is based on judgmental decision making (Delbecq et al., 1975; Linstone & Turoff, 1975; Woudenburg, 1991) and where the issues are complex or multivariate (Moore, 1987; Stynes, 1983).

The technique involves a series of questionnaires that focus on problems, objectives, solutions or forecasts. The first questionnaire is usually broad and open ended in nature with

each subsequent questionnaire building on, or refining, the information gathered in the preceding questionnaire (Chambers, Wedel & Rodwell, 1992; p. 95). The process usually involves three or four iterations and stops when consensus has been reached by participants or sufficient information has been gathered (Delbecq et al., 1975). The technique (Chai, 1977; Rowe, Wright & Bolger, 1991; Wedley, 1980) is characterised by:

- Anonymity: individual responses are not known to participants (except their own);
- Iteration: the constructed questionnaire is presented over several rounds allowing members to change their answers;
- Feedback: the group responses are fed back to the individuals for comment without criticism from other members; and
- Statistical group response: utilising group mean and standard deviation to describe the group opinion.

Advantages of the Delphi Technique

As with all research methods, there are advantages and disadvantages in using the Delphi technique. The process was found to be particularly useful as a qualitative research tool to define problems and develop options, particularly for a geographically dispersed population (Seigal, Attkinson & Carson, 1978; Wedley, 1980). Wedley (1980) also found that the Delphi technique was effective as a means of managing value judgements compared with other more subjective or anecdotal methods. As the organisational effectiveness criteria for Police

and Citizens Youth Clubs were not developed in any way prior to the commencement of the study, the strengths of using the Delphi technique were particularly useful for developing and defining organisational effectiveness criteria for this study. The identified constituent group for this study is geographically dispersed throughout Western Australia (up to 2000 kilometres from the capital city of Perth), making attempts to bring together participants in the one location impractical to implement.

The nature of the Delphi technique also allows participants time to adequately review their answers and give a more considered response (Seigal, et al, 1978; Wedley, 1980). As the issues of effectiveness are relatively complex, a response that reflects such consideration, made possible by an adequate time frame (up to two weeks in the case of this study) was appropriate.

The participative nature of being a Delphi panel member leads to a greater commitment by the respondents or panellists to the outcomes. By being involved there is more ownership of the outcomes from the process leading to greater satisfaction and agreement with the outcomes (Wedley, 1980). This ownership is important due to the geographic dispersion of clubs and the bureaucratic structure of the WA Police Service. These features do not always allow for consultation and participation, particularly for non-police staff who may lack the communication options available to police staff.

Another important aspect of using the Delphi technique, when compared to other group processes, is the protection afforded to

less vocal or weaker participants. The group pressure to conform is decreased because the responses are mailed in and anonymous (Seigal et al., 1978). Additionally, the effect of vested interests is minimised through controlled feedback by the coordinator of the panel and negative personal comments can be filtered from the group process (Seigal et al., 1978; Wedley, 1980). This can be achieved without losing the beneficial synergistic properties of group decision making and promote a convergence of opinion within the group (Wedley, 1980, p.7).

Disadvantages of the Delphi Technique

There are also several disadvantages with the use of a Delphi technique. Wedley (1980) found that the administrator or coordinator of a Delphi panel had the capacity to distort the feedback to panel members. In this study, this was countered by categorising the individual responses into themes and then checking each response against the developed theme to ensure that the responses were a sub-set of that theme. The developed themes and the responses given by an individual were fed back to panel members to allow confirmation that the researcher's interpretation was correct and appropriate.

Jones (1975) raised the concern that panel members may favour their own personal preferences rather than conforming with the panels. While this may act as a constraint in achieving consensus, its usefulness as a means of gathering a wider range of opinion may be more important. This was not seen as a disadvantage as this study actively sought personal opinion.

Seigal et al. (1978) suggested there can be problems with the level of anonymity amongst the panel members. These problems included a low compliance and a lack of ownership due to panel members not knowing each other. Woudenberg (1991) also found anonymity reduced the ability to capture non-verbal communication. Although anonymous, the selected panel members for the present study had ownership with their specific interest in improving the performance of Police and Citizens Youth Clubs. Their involvement with the clubs as either paid staff or as a volunteer ensured a vested interest. The inability to capture non-verbal communication was conceded, although the wealth of written information received provided the relevant information needed for the purpose of this stage of the present study.

Other Issues about Using the Delphi Technique

The issue of how much feedback, and of what type, to provide to participants was raised by Seigal et al. (1978). The feedback provided to panel members for this study included a copy of the responses they gave and the interpretation of those responses in a previous round (for confirmation in a subsequent round); and the ratings they provided in the third round and the average response from the panel (for confirmation in the fourth round).

Seigal et al. (1978) also raised issues of whether the process should be conducted with one panel, or cycled through different panels for each iteration; and the number of iterations required

to produce the best result. The use of one panel was necessary in the present study to provide feedback of earlier responses to panel members. This acted as a safeguard to ensure interpretations by the researcher of earlier panel member responses reflected what they intended. The number of iterations was driven by the requirements of the study. As the first round was open ended, at least four rounds were required to identify themes, confirm themes, identify ratings and confirm ratings. This also provided some level of consensus amongst participants (Rowe, et al., 1991).

Preble (1984) investigated the application of the Delphi technique as a means of forecasting in the life insurance industry. Part of this research investigated the variance between the results from the use of external and internal panels and found the differences were not significant. He concluded that internal panels produced equivalent results and were preferred over external panels due to reduced cost and time. Internal panels also showed a reduced drop out rate and more rapid responses (Preble, 1984, p. 162), a view supported by Love (1991, P. 100) in a review of methods to efficiently gather information for the evaluation of organisational effectiveness.

Summary

The advantages of implementing the Delphi technique and the ability to readily counter its disadvantages, made it a suitable research design for gathering complex information based on value judgements from a geographically dispersed sample, such

as with the Federation of Police and Citizens Youth Clubs. It is a particularly appropriate research method for exploring a concept such as organisational effectiveness.

Summary of Chapter 2

In this Chapter the concept of organisational effectiveness and its study was discussed. A brief history of the study of organisational effectiveness was outlined and followed by an overview of attempts to place effectiveness in the context of a framework or construct.

The appropriateness of using the Delphi technique as a means for investigating organisational effectiveness was also substantiated. Chapter 3 will discuss the application of the Delphi technique in this current study. The results from this application will also be discussed.

CHAPTER 3.

THE DELPHI TECHNIQUE

Introduction

This chapter discusses the processes involved in applying the Delphi technique as stage one of this study. It outlines the theoretical basis for this aspect of the study; and discusses characteristics of the sample, the method of surveying and the sequence of iterations undertaken. The results derived from the Delphi panel, presented as a basis for the survey conducted in stage two of this study, complete this chapter.

Theoretical Basis

The theoretical base for this study draws on the work of Cameron and Whetten (1983), Campbell (1977), Quinn and Rohrbaugh (1983), Zammuto (1982) and others. Organisational effectiveness criteria should be identified in terms of a specified constituent group, time frame and specific situation. This study focused on the perspective of one broad set of constituents, the service providers. They are defined by their role in the PCYC club, location, gender, age, and whether or not they had been a club user in the preceding five years. They are the volunteers and paid workers who work face-to-face with the club members. They are also the people responsible for setting policy, providing programmes, and providing administration support at a club

level. The members of this broad constituent group form the main work unit within Police and Citizens Youth Clubs. It was expected that they understood both the needs and constraints of club services, an important issue when determining organisational effectiveness (Van de Ven & Ferry, 1980; Zammuto, 1982).

The method used to determine organisational effectiveness criteria was a Delphi technique that used a panel of knowledgeable persons drawn from the volunteers and paid staff that work within PCYCs. This technique has been described by Wedley (1980) as an efficient method of generating alternatives and creative solutions. Wedley (1980) also described the Delphi technique as an appropriate way of identifying criteria for a complex concept like effectiveness. For example, two Delphi panels were used by Quinn and Rohrbaugh (1983) to identify and investigate the organisational effectiveness criteria for their Competing Values Model. A Delphi panel of local government staff was used by Colyer (1993b) to explore and identify organisational effectiveness criteria in local government recreation services. This approach was found to be preferable to the researcher pre-determining the organisational effectiveness criteria that should be used.

The use of the Delphi technique in these studies confirms its relevance and appropriateness as an instrument to investigate organisational effectiveness. The Delphi technique comprised the first stage in this two stage study. Its role was to develop the organisational effectiveness criteria that were relevant to PCYC

clubs. The second stage of this study was the corroboration of the Delphi criteria developed against a wider sample of the target audience from PCYC clubs using a mailed survey.

Application of Delphi Technique

Overview

The first step in applying the Delphi technique required the selection of panel members. This was followed by sending a set of broad open ended questions to the selected panel members by mail. These panel members provided comments that were categorised into Effectiveness and Ineffectiveness themes. These responses were returned to the members over a further three iterations for agreement, disagreement or amendment and subsequent refinement into criteria.

The application of the Delphi technique involved four rounds of questions being sent by mail to all panel members. Each round sent out (apart from the first round) gave the panel members feedback based on the group responses from the previous round, to aid in response development. The panel members were asked to respond within two weeks of each round being sent. A single reminder call was made to any members who had not responded at the end of the two week period. Whenever responses from an iteration were received after the next round had been sent out, that panel member was also provided with a copy of the next round survey. Feedback provided to these members (in the form

of group information) was the same as that received by all other panel members. Their responses from the previous round and any effect on group scores were not included as they would have received different information from the rest of the panel. However, they were allowed to rejoin the iterative process.

Delphi Panel Composition

The persons selected to be Delphi panel members were all internal constituents of the Police and Citizens' Youth Clubs. An internal panel was used because it was capable of providing results of an equivalent standard to external panels with less resource requirements (Prebble, 1984). An internal panel was also used because members were easy to access and they had the specific knowledge required about the Police and Citizens Youth Clubs relevant to this study.

The panel consisted of managers, committee members and coaches. The coaches were divided into two groups; the senior coaches for each activity (as recognised by each club) and junior coaches. Junior coaches were defined as those who had been a club member within the preceding five years with no age limit placed on this grouping. This five year selection criterion was used to ensure that those coaches selected also represented the perspective of club members. These coaches usually had responsibility for an activity although they were under the guidance of a senior coach. The five year criteria was selected arbitrarily as a reasonable period of time in which the coaches

could be expected to have acquired knowledge about club operations and PCYC as a whole and still be able to provide a user perspective. Junior coaches could provide a youth perspective both as a member and as a service provider.

Delphi Panel Selection

Initially, each Police and Citizens Youth Club Management Committee was contacted by internal memorandum from the Police and Citizens' Youth Clubs' head office. This was a general memorandum to notify them of the study, inform club managers and committee members that the research had the approval of the Council of Management, and asked for their assistance. This was followed by a letter to Club Management Committees that gave more specific details about the aim and benefits of the study and outlined the assistance requested (refer Appendix A). The management from each club (managers and club committees) was asked to provide a list of committee members, senior coaches, and junior coaches who had progressed through the club system from ordinary club member to coach. Club managers were contacted by telephone between April and June 1994 to ensure they and their management committees understood the request and had no concerns or questions about the study. Club managers were advised that persons who may be eligible for more than one category should be included in all relevant categories.

The number of participants in the Delphi Panel was determined by the need to access a cross section of potential participants

from the clubs and still stay within manageable limits. The panel was initially to be composed of 69 members who represented a target population of approximately 700 people. All staff members were included due to their low numbers and experience of their club and PCYCs generally. An arbitrary number of 12 panel members from each of the other sub-groups was selected to provide representation without making the panel too large. This initial panel was comprised of:

- 22 Branch Managers (total population);
- 11 Assistant Branch Managers (total population);
- 12 committee members;
- 12 senior coaches; and
- 12 junior coaches.

The lists of names of committee members, senior and junior coaches were entered into separate lists in Microsoft Word 5.1 for Macintosh and allocated numbers in ascending order on their order of entry. The numbers for each person from each list were written onto pieces of paper (without names attached) and placed in a box. Thirty persons were then randomly picked for each category from the box. These people were contacted by telephone (refer Appendix B) in the order of selection. This process continued until there were twelve persons in each group willing to participate in the study. Of the persons contacted six were no longer active with their respective clubs, four were unable to be contacted and two replied that they did not wish to participate.

As the number of Club Branch Managers was a relatively small group, all Branch managers and Assistant Branch Managers were

invited to be members of the Delphi panel. Managers were aware of the study through the request for information sent to each club (refer Appendix A), and the internal memorandums to each club from the Federation of Police and Citizens' Youth Club's head office.

The first round of questions and instructions was sent to each person who stated an interest in participating as a member of the Delphi panel (refer Appendix C). A stamped return addressed envelope was included in the package. Persons withdrawing after this point were not to be replaced. For each round, one (only) reminder call was made to panel members if they had not returned their questionnaire (for that round) by the due date.

Of the 69 potential panel members who agreed to participate only 36 people responded to the Round One questionnaire and stayed involved as a panel member. The make-up of the panel (by club role) who responded to Round One comprised:

- 9 Branch Managers;
- 4 Assistant Branch Managers;
- 7 committee members;
- 8 senior Coaches; and
- 8 junior Coaches.

There was some drop-out during the subsequent rounds of the Delphi process. Of the 36 sent out for Round Two, there were 28 responses received on time with an additional two returns received after the Round Three questionnaire was sent out. These two members were still included in the Round Three iteration of

the process. One further member dropped out from the Panel during Round Three, with a total of 29 responses received from the 30 questionnaires sent out. During Round Four, another two members did not provide a response. This gave a total of 27 respondents who participated in all four rounds of the process. This drop-out from the Delphi panel is consistent with other applications of the Delphi technique where more panel members left in the first round than in subsequent rounds (Bardecki, 1984).

Limitations

The proportion of panel members who participated in each round placed a limitation on the ability to identify all potential effectiveness and ineffectiveness criteria. In an attempt to counter this, follow up telephone calls were made to panel members who did not participate to encourage them to respond.

The control of the distribution of questionnaires to panel members was also limited due to the need to distribute the questionnaires for each round via individual clubs. Several strategies were implemented to reduce the potential for questionnaires not being distributed. These included notifying the clubs prior to the study and gaining their support (refer Appendix A); and maintaining contact with each club Branch Manager during the period of the research.

There was also potential for misinterpretation of responses by the researcher, particularly for Round One as the responses were

subjective and textual based. The strategy used to reduce the potential for this misinterpretation was to feed back all responses to panel members for agreement or modification in Round Two. This feedback included the interpretation placed on those responses by the researcher. This was less of an issue for Rounds Three and Four as the results were statistical in nature with less scope for misinterpretation. The Round Three feedback was a statistical description of the number of 'agreed', 'disagreed', 'unknown', and 'uncertain' responses for each criteria. The feedback for Round Four was a statistical description of responses received from Round 3. The statistics included were the rating score for each criteria provided by the respondent and the mean rating score of the responses received from all panel members.

The delimitations for the application of the Delphi technique were mainly resource based. The number of panel members selected was determined by the resources available to administer the Delphi process.

The constituents who participated as panel members did not represent all club staff, volunteers or users. Nor did they represent the perspective of the Federation Head Office staff, the Council of Management or other external stakeholders, such as the local community. These constituent groups were outside the scope of this study and provide areas for further research on organisational effectiveness.

The results from this study may not be applicable to other recreation organisations. However, it is reasonable to assume that

the range of criteria identified by the Delphi panel would be representative of effectiveness issues that concern all Police and Citizens Youth Club workers.

Ethical Considerations

Panel members may have felt constrained or compromised if individual responses were made known to the organisation. A letter that guaranteed the confidentiality of participants and their responses was obtained from the Director of Police and Citizens Youth Clubs to protect the identity of panel members and their responses (refer Appendix D). This letter was provided with the first round of questions sent out to participants and stated that information identifying individual responses would not be sought by Police staff from the researcher and results would only be presented in an aggregated form to ensure anonymity in the final report.

Information about the identity of panel members was encrypted with all identifying information erased or destroyed once this part of the study was completed. During the course of the Delphi process, code numbers were used on the self-addressed envelopes to provide anonymity and allow individual responses to be returned to the same panel members.

Panel members were advised in the initial telephone contact that, while the study was supported by the organisation, their participation was entirely voluntary (refer Appendix B). This was also highlighted in the explanatory letter sent with the first

round of the survey (refer Appendix C). In addition, panel members were also advised in these communications that they could withdraw at any time.

Panel members completed a standard agreement of confidentiality as required by the Committee for the Conduct of Ethical Research of Edith Cowan University (refer Appendix C). An agreement to participate was signed by all members of the Delphi panel, and where required, by the parents/guardian of those under 18 years.

Implementation of Delphi Technique

Round One

Survey Instrument

Round One contained unstructured open ended questions about the organisational effectiveness and ineffectiveness of Police and Citizens Youth Clubs (refer Appendix C). The questions asked members of the panel what they thought would make an effective or ineffective PCYC service (Questions 1 and 2), and what they thought made their particular club effective or ineffective in its service provision to youth (Questions 3 and 4). This approach was an attempt to overcome the potential for confusion about the context in which the terms effectiveness and ineffectiveness were used. These questions were broad and open ended, which gave panel members greater opportunity to provide rich and in-depth data without being constrained by the

views of the researcher. This method was preferred by Quinn and Rohrbaugh (1983); Wedley (1980); and others to reduce the potential for the researcher to influence the responses of panel members.

Data Analysis

Responses from Round One were entered into a table format in MS Word 5.1. for Macintosh. The table showed the code number for the panel members and verbatim transcriptions of their response. Any identifying information was deleted from responses to prevent interpretation of responses being based on the researcher's personal knowledge of a club or panel member. The coding process provided anonymity and maintained confidentiality.

The anonymous responses were read and categorised around the themes they contained. Separate tables were used for each theme developed to assist in managing the process. The responses for each theme provided the core information for the later development of effectiveness and ineffectiveness criteria. The statements describing each theme were verified by checking each individual response against the statement. This ensured that the statements describing each theme included all the issues contained in all of the responses. As a large number of the responses were very specific, the intent of this stage was to develop theme statements that were representative of the issues described by the responses. For example, the effectiveness theme 'Facility' included responses such as "Venue - must be suitable in size and equipped properly".

Effectiveness theme statements developed from Questions One and Three in Round One were analysed together to provide a broad scope of responses that incorporated what they believed the effectiveness ideal should be generally (Question 1) and for the respondent's own club (Question 3). The same grouping occurred for ineffectiveness.

In some responses a single statement was grouped into two theme statements, for example "Areas for parents to encourage, supervise and enjoy watching their children in various aspects of the club." was categorised under the themes Facilities and Parents. Conversely, several separate comments about a single issue made by the same person were placed under the same theme when appropriate for completeness.

Round One Results

Round One solicited 362 responses for Effectiveness that were grouped into theme statements. The most common was 'Activities' with 70 responses followed by 'Managers' and 'Coaches' with 47 responses each (refer Table 4).

Of the 279 responses solicited for Ineffectiveness, the theme statements that included the most responses were 'Resources' and 'Managers' with 41 responses each. These were followed by 'Activities' with 38 responses. There was a total of nineteen Effectiveness and Ineffectiveness theme statements developed

from Round 1 (shown within the questionnaire for Round Two; refer Appendix E). A copy of these theme statements was sent to all panel members who had responded to Round One. Table 4 shows the Effectiveness and Ineffectiveness themes developed and the number of responses that were placed under each theme.

Table 4.

Number of Effectiveness and Ineffectiveness Responses for each Theme from Round One

Effectiveness Themes	<u>n</u>	Ineffectiveness Themes	<u>n</u>
Activities	70	Managers	41
Managers	47	Resources	41
Coaches	47	Activities	38
Environment	27	Facilities	30
Facilities	26	Staff Management	21
Resources	22	Committee	20
Committee	18	Coaches	17
Promotions	18	Environment	11
Staff Management	14	Planning	11
Access	12	Access	10
Cost	10	Promotion	8
Youth Committee	10	Cost	7
Team	10	Bureaucracy	7
Parents	7	Image	6
Police Support	7	Parents	4
Image	6	Communications	3
Youth Consultation	6	Youth Committee	2
Youth Development	3	Responsibility	1
Responsibility	2	Youth Consultation	1
TOTAL	362		279

Round Two

Survey Instrument

The second round presented the developed effectiveness and ineffectiveness theme statements to the panel (refer Appendix E). The specific theme statements relevant for each individual's responses were highlighted to allow them to agree, disagree or make amendments to the interpretation of their responses. A copy of their own Round One responses was also provided to assist in this process. If the theme statements highlighted did not appear to reflect their Round One responses, they were asked to check the other theme statements to determine if their responses were represented within those statements (developed from the responses of other panel members).

Panel members were then asked to agree or disagree with the theme statements of effectiveness or ineffectiveness for Police and Citizens Youth Clubs. Provision was made for panel members to comment and amend the descriptions if necessary. This process aided in reducing researcher bias and ensured that all of the issues identified by the panel members in Round One were correctly represented within the list of theme statements.

Data Analysis

There were 36 questionnaires sent out for Round two, with 28 responses returned. The number of Agree, Disagree or Unknown/Undecided responses was summed for each theme statement. These were arranged in descending order from the

themes that had the highest number of Agree, to those that had the lowest for number of Agree responses for Effectiveness. Ineffectiveness theme statements were described based on the order determined by the Effectiveness statement to provide for some basic comparisons between Effectiveness and equivalent Ineffectiveness statements if applicable (refer Table 5).

Round Two Results

As described within Table 5, 'Activities' and 'Managers' received the most agreement as Effectiveness themes with 25 Agree, nil Disagree and 3 Unknown or Undecided. The least agreement was for 'Staff Management', with 14 Agreeing, 2 Disagreeing and 12 Unknown or Undecided. The most agreement for Ineffectiveness themes were for 'Activities' and 'Resources' with 21 Agree, nil disagree and seven Unknown or Undecided. The least agreement was for 'Cost' with 12 Agree, four Disagree and 12 Unknown or Undecided.

These results suggest the criteria identified were perceived by the panel members as relevant to the organisational effectiveness and ineffectiveness of clubs. This is qualified to some degree due to the number of Unknowns/Undecided. The results from Round Two also support the interpretation of the Round One responses by the researcher as consistent with the issues and themes raised by the panel members. The results from this round were provided to panel members as part of the questionnaire in Round Three.

Table 5.

Level of Agreement to Interpretation of Responses from Round One

Theme	Effectiveness			Ineffectiveness		
	<u>n</u>			<u>n</u>		
	Agree	Disagree	Unknown/ Undecided	Agree	Disagree	Unknown/ Undecided
Activities	25	0	3	21	0	7
Managers	25	0	3	21	1	6
Youth Consultation	23	1	4	17	2	9
Coaches	22	2	4	16	2	10
Environment	20	0	8	15	3	10
Promotions	20	1	7	16	2	10
Committee	19	0	9	14	2	11
Resources	19	1	8	21	0	7
Facilities	18	1	9	18	2	8
Cost	18	0	10	12	4	12
Parents	17	1	10	16	1	11
Youth Committee	17	2	9	18	2	8
Access	16	2	10	13	4	11
Image	15	1	12	16	4	8
Responsibility	15	2	11	13	3	12
Staff Management	14	2	12	18	0	10
Team ^a	21	0	7	-	-	-
Police Support ^a	18	1	9	-	-	-
Youth Development ^a	15	3	10	-	-	-
Planning ^a	-	-	-	16	2	10
Bureaucracy ^a	-	-	-	16	3	9
Communications ^a	-	-	-	14	2	12

^a Criteria not common to Effectiveness and Ineffectiveness.

Round Three

Survey Instrument

The theme statements from Round 2, and the statistics for Agree, Disagree and Unknown/Undecided for each of those statements, were sent to each panel member as the basis of the questionnaire for Round Three. At this stage of the Delphi process, the theme statements were defined enough to be called criteria. A copy of each of the criteria, developed from the Round One and Two theme statements, was included in the Round Three questionnaire (refer Appendix F). The criteria sent out in this round incorporated any amendments made by panel members to the theme statements in Round Two.

Data Analysis

There were 30 questionnaires sent out for Round Three with 29 returned. Panel members were asked to rate the effectiveness and ineffectiveness criteria in terms of how important they believed the criteria were in making PCYCs effective or ineffective. This was undertaken by members completing a five point Likert-type scale against each criterion. The scale apportioned a value of one for 'Not Important' up to five for 'Extremely Important', with equal weighting assumed for the internal points of the scale.

The ratings given by each panel member were summed and divided by the number of panel members to provide a mean rating score for each criteria. The criteria were sorted into

descending order from the most highly ranked criteria to the least, based on mean rating scores. The Effectiveness criterion ranked highest represented the degree of perceived importance of the criterion in contributing to the effectiveness of PCYC clubs. Similarly, the highest ranking Ineffectiveness criterion was believed to be the most important criterion in contributing to the ineffectiveness of PCYC clubs.

Round Three Results

The highest ranked Effectiveness criterion was 'Managers' with a mean rating score of 4.79 (SD=0.49) out of a possible five (refer Table 6). This was followed by 'Coaches' with a mean rating score of 4.76 (SD=0.44). The lowest mean rating score for Effectiveness criterion was 3.90 (SD=1.05) for 'Youth Committee'. These results indicate that since all Effectiveness criteria had a mean greater than the half way point on the scale (2.5), they were all believed to be important by the panel members.

The criterion 'Managers' was also ranked first for Ineffectiveness criteria with a mean rating score of 4.71 (SD=0.54). The criterion 'Resources' was ranked second with a mean rating score of 4.46 (SD=0.74). The lowest mean rating score for Ineffectiveness was 3.82 (SD=1.06) for 'Youth Committee'. As with Effectiveness, the mean rating score for all the results was greater than the halfway point on the scale (2.5). This suggests panel members perceived all Ineffectiveness criteria as important. However, the high standard deviations, especially for the lower ranked criteria suggest less agreement by panel members about the importance

of each Ineffectiveness criterion. Table Six describes the results from Round Three for Effectiveness and Ineffectiveness.

Table 6.

Effectiveness and Ineffectiveness Criteria Described in Order of Ranked Importance for Round Three

Criteria	Effectiveness			Ineffectiveness		
	Ranking	<u>M</u>	<u>SD</u>	Ranking	<u>M</u>	<u>SD</u>
Managers	1	4.79	0.49	1	4.71	0.54
Coaches	2	4.76	0.44	3	4.39	0.74
Environment	3	4.69	0.54	6	4.36	0.73
Committee Members	4	4.52	0.57	11	4.25	0.75
Club image	4	4.52	0.69	17	3.93	1.12
Cost	4	4.52	0.79	14	4.07	1.09
Resources	7	4.45	0.69	2	4.46	0.69
Youth Consultation	7	4.45	0.78	8	4.32	0.82
Working as a Team ^a	7	4.45	0.69	--	--	--
Staff Management	10	4.38	0.78	9	4.29	0.85
Access	10	4.38	0.68	17	3.93	1.15
Facility	12	4.34	0.72	3	4.39	0.63
Activities	12	4.34	0.90	3	4.39	0.69
Youth Development ^a	14	4.31	0.60	--	--	--
Promotion	15	4.28	0.84	6	4.36	0.73
Responsibility	15	4.28	0.84	14	4.07	0.86
Police Support ^a	17	4.21	0.94	--	--	--
Parents	18	4.03	0.73	16	4.04	0.92
Youth Committee	19	3.90	1.05	19	3.82	1.06
Bureaucracy ^a	--	--	--	9	4.29	0.81
Planning ^a	--	--	--	12	4.21	0.74
Communications ^a	--	--	--	12	4.21	0.88

Note: Table ordered by the ranking of effectiveness Criteria

^a Criteria not common to Effectiveness and Ineffectiveness.

A Spearman Rank test was undertaken to investigate the relationship between the mean score ratings of the Effectiveness and Ineffectiveness criteria. The Spearman Rank coefficient of 0.61 indicates there is a relatively strong relationship between the sixteen comparable Effectiveness and Ineffectiveness criteria. This suggests that the criteria identified as important in making clubs effective may also be contribute to ineffective performance if the criteria are absent or poorly implemented.

Round Four

Survey Instrument

In Round Four, panel members were provided with their previous responses (from Round Three), the average group responses for each statement, and the option to change their Round Three response after comparing their response to the group average (refer Appendix G). The panel members were asked to review their rating for each Effectiveness and Ineffectiveness criterion provided in Round 3, after consideration of the group response from Round 3. Panel members were then asked to provide a final rating of the importance of each criterion. As with Round 3, panel members were asked to make their rating of each criterion against a five point Likert - type agree/disagree scale.

Data Analysis

From the 29 questionnaires sent out in Round 4, 27 responses were received. The final ratings for each criterion were summed

and averaged to provide a mean ranking for each of the Effectiveness and Ineffectiveness criteria. As with Round Three, the criteria were then sorted into descending order from the most important to the least important criteria based on the mean rating score of the Effectiveness criteria.

Round Four Results

A full description of the 22 discrete Effectiveness and Ineffectiveness criteria is provided in Appendix H. A summary of the mean rating scores, and the ranking provided by these scores, is shown in Table 7. The mean rating scores represent the degree of importance attributed to criteria with the standard deviation representing the agreement by panel members about that degree of importance.

The highest ranked Effectiveness mean rating score was 'Managers' with a mean rating score of 4.89 (SD=0.32) (on a five point scale). This was followed by 'Coaches' with a mean rating score of 4.78 (SD=0.42). The lowest mean rating score for Effectiveness criteria was 3.89 (SD=1.09) for the criterion 'Youth Committee'. This provided a range of 1.00 between the mean rating scores of the Effectiveness criteria. All criteria were higher than the halfway point of the scale used (2.5) indicating all were considered important as contributors to the effectiveness of PCYC clubs by the panel members.

Table 7.

Effectiveness and Ineffectiveness Criteria Described in Order of Ranked Importance for Round Four.

Criteria	Effectiveness			Ineffectiveness		
	Ranking	M	SD	Ranking	M	SD
Managers	1	4.89	0.32	1	4.78	0.51
Coaches	2	4.78	0.42	8	4.44	0.75
Environment	2	4.78	0.42	8	4.44	0.70
Club image	4	4.59	0.64	17	4.11	0.93
Resources	5	4.56	0.58	2	4.59	0.57
Working as a Team ^a	5	4.56	0.58	--	--	--
Cost	5	4.56	0.75	17	4.11	1.05
Committee Members	5	4.56	0.58	5	4.48	0.64
Youth Consultation	9	4.52	0.70	12	4.37	0.79
Staff Management	9	4.52	0.58	5	4.48	0.70
Activities	11	4.48	0.58	4	4.52	0.64
Access	12	4.41	0.57	15	4.15	0.99
Facility	12	4.41	0.69	5	4.48	0.58
Responsibility	14	4.33	0.83	13	4.33	0.62
Promotion	15	4.30	0.78	3	4.56	0.64
Youth Development ^a	15	4.30	0.54	--	--	--
Police Support ^a	17	4.26	0.94	--	--	--
Parents	18	4.15	0.72	15	4.15	0.60
Youth Committee	19	3.89	1.09	19	3.81	1.00
Bureaucracy ^a	--	--		10	4.41	0.75
Communications ^a	--	--		10	4.41	0.64
Planning ^a	--	--		13	4.33	0.68

Note: Table ordered by the ranking of Effectiveness Criteria

^a Criteria not common to Effectiveness and Ineffectiveness.

The criterion 'Managers' was also ranked first for Ineffectiveness criteria with a mean rating score of 4.78 ($SD=0.51$). The criterion 'Resources' was ranked second with a mean rating score of 4.59 ($SD=0.57$). The lowest mean rating score for an Ineffectiveness criterion was 3.81 ($SD=1.00$) for 'Youth Committee'. This provided

a range of 0.97 between the mean rating scores of the Ineffectiveness criteria. As with the Effectiveness criteria, all exceeded the halfway point on the scale indicating they were all considered important as contributors to the ineffectiveness of PCYC clubs by the panel members.

Comparisons Between Rounds Three and Four

The opportunity afforded panel members to change their responses between Round Three and Round Four allowed for comparisons to determine if there were any patterns in the changes made. In particular, to determine if there was a convergence of individual criteria scores that may have been due to the opportunity to review the group response for the average mean rating score of each criteria in Round Three.

Effectiveness

There was little change between the rankings of Effectiveness criteria between Rounds Three and Four. Movement up or down the rankings of the criteria did not exceed two places.

The measure of dispersion of agreement for the sum of the standard deviations for all Effectiveness criteria decreased slightly from 13.76 to 12.31 (refer Table 8). All but two criteria ('Youth Committee', up 0.04 to 1.09 and 'Committee Members', up 0.01 to 0.58), showed a decrease in the level of dispersion.

Table 8.

Effectiveness Criteria Compared Between Rounds Three and Four

Criteria	Round 3			Round 4			Change SD
	Ranking	M	SD	Ranking	M	SD	From R3 to R4
Managers	1	4.79	0.49	1	4.89	0.32	-0.17
Coaches	2	4.76	0.44	2	4.78	0.42	-0.02
Environment	3	4.69	0.54	2	4.78	0.42	-0.12
Club image	4	4.52	0.69	4	4.59	0.64	-0.05
Committee Members	4	4.52	0.57	5	4.56	0.58	+0.01
Cost	4	4.52	0.79	5	4.56	0.75	-0.04
Resources	7	4.45	0.69	5	4.56	0.58	-0.11
Working as a Team	7	4.45	0.69	5	4.56	0.58	-0.11
Youth Consultation	7	4.45	0.78	9	4.52	0.70	-0.08
Staff Management	10	4.38	0.78	9	4.52	0.58	-0.20
Access	10	4.38	0.68	12	4.41	0.57	-0.11
Activities	12	4.34	0.90	11	4.48	0.58	-0.32
Facility	12	4.34	0.72	12	4.41	0.69	-0.03
Youth Development	14	4.31	0.60	15	4.30	0.54	-0.06
Responsibility	15	4.28	0.84	14	4.33	0.83	-0.01
Promotion	15	4.28	0.84	15	4.30	0.78	-0.06
Police Support	17	4.21	0.94	17	4.26	0.94	0.00
Parents	18	4.03	0.73	18	4.15	0.72	-0.01
Youth Committee	19	3.90	1.05	19	3.89	1.09	+0.04
Total Std. Deviation			13.76			12.31	-1.45

The dispersion decreased only slightly for most of the criteria with some exceptions. The criterion Activities had the greatest decrease in standard deviations for Effectiveness criteria, reducing from 0.90 down to 0.58, a drop of 0.32. Smaller, but still notable were the decreases for 'Staff Management' (down 0.20 to 0.58) and 'Managers' (down 0.17 to 0.32). These results indicate

the iteration process had the effect of increasing agreement about the importance of the Effectiveness criteria to the service provided by PCYC clubs.

Ineffectiveness

There were some noticeable shifts in the ranking of criteria for Ineffectiveness between Rounds Three and Four. The criterion 'Coaches' moved down four places from third to seventh. The criteria 'Staff Management' and 'Committee Members' both moved up four places from ninth to fifth and eleventh to seventh respectively.

The reduction in the sum of the standard deviations from 15.80 to 13.78 (refer Table 9) indicates an increased level of agreement about the importance of Ineffectiveness criteria between Rounds Three and Four. As with the Effectiveness criteria, there was a reduction in the standard deviation in nearly all (18) of the criterion. The exception was 'Coaches' with an increase of 0.01. There were some substantial changes for individual criterion with the standard deviations for 'Parents' decreasing 0.32 down to 0.60; 'Communications' decreasing 0.24 down to 0.64; and 'Delegated Responsibilities' down 0.24 to 0.62. These results support the iterative process of the Delphi technique being effective in moving the panel members towards a consensus of opinion about the importance of each criterion to the effectiveness of PCYC clubs.

Table 9.

Ineffectiveness Criteria Compared Between Rounds Three and Four.

Criteria	Round 3			Round 4			Change SD
	Ranking	M	SD	Ranking	M	SD	From R3 to R4
Managers	1	4.71	0.54	1	4.78	0.51	-0.03
Resources	2	4.46	0.69	2	4.59	0.57	-0.12
Activities	3	4.39	0.69	4	4.52	0.64	-0.05
Facility	3	4.39	0.63	5	4.48	0.58	-0.05
Coaches	3	4.39	0.74	8	4.44	0.75	+0.01
Promotion	6	4.36	0.73	3	4.56	0.64	-0.09
Environment	6	4.36	0.73	8	4.44	0.70	-0.03
Youth Consultation	8	4.32	0.82	12	4.37	0.79	-0.03
Staff Management	9	4.29	0.85	5	4.48	0.70	-0.15
Bureaucracy	9	4.29	0.81	10	4.41	0.75	-0.06
Committee Members	11	4.25	0.75	5	4.48	0.64	-0.11
Communication	12	4.21	0.88	10	4.41	0.64	-0.24
Planning	12	4.21	0.74	13	4.33	0.68	-0.06
Responsibility	14	4.07	0.86	13	4.33	0.62	-0.24
Cost	14	4.07	1.09	17	4.11	1.05	-0.04
Parents	16	4.04	0.92	15	4.15	0.60	-0.32
Access	17	3.93	1.15	15	4.15	0.99	-0.16
Club Image	17	3.93	1.12	17	4.11	0.93	-0.19
Youth Committee	19	3.82	1.06	19	3.81	1.00	-0.06
Total Std. Deviation			15.80			13.78	-2.02

The results presented in Tables 8 and 9 support a slight, but discernible, convergence of scores between Rounds Three and Four. Also of note is a general increase in the standard deviations for the less highly ranked criteria. This applies to both the Effectiveness and Ineffectiveness criteria and suggests that panel members have less agreement about lower ranked criteria and a

greater agreement about the importance of the higher ranked criteria.

At the end of this part of the study, 22 discrete criteria were identified. Of these, 16 were identified as contributing to Effectiveness and Ineffectiveness; three were discretely associated with Effectiveness; and three were discretely associated with Ineffectiveness.

Table 10.

Effectiveness and Ineffectiveness Criteria Identified by the Delphi Panel.

Effectiveness only	Common	Ineffectiveness only
Working as a team	Managers	Bureaucracy
Youth development	Coaches	Communications
Police Support	Environment	Planning
	Club Image	
	Committee members	
	Cost	
	Resources	
	Youth consultation	
	Staff management	
	Activities	
	Access	
	Facility	
	Responsibility	
	Promotion	
	Parents	
	Youth Committee	

Summary

In this chapter the development of Effectiveness and Ineffectiveness criteria by the Delphi panel was discussed. The selection of the Delphi panel members and the administration of the Delphi technique were described. The generation of the 22 organisational effectiveness criteria, comprising 16 common criteria and six discrete Effectiveness or Ineffectiveness criteria (three each), was reported. These criteria formed the basis of a survey questionnaire that was applied to a larger sample of PCYC staff and volunteers. The development and implementation of the survey are discussed in Chapter Four.

CHAPTER 4.

RESEARCH DESIGN FOR SURVEY

Introduction

This chapter discusses the implementation of the second part of this study, a survey to test the criteria developed by the Delphi panel on a wider sample from the PCYC community. The issues of survey design, instrument and sample selection, piloting, testing and administering the instrument, and data management are discussed. Limiting and delimiting factors, and ethical issues associated with this stage of the study are also addressed.

Research Design - Overview

A mailed questionnaire was used to test the set of Effectiveness and Ineffectiveness criteria developed using the Delphi technique against a wider sample of the constituents targeted by this study. As well as corroborating the model of effectiveness developed in the Delphi stage, the survey allowed for the analysis of the criteria developed by constituent sub-groups to achieve the second objective of this study. The organisational effectiveness criteria, both for Effectiveness and Ineffectiveness, developed from the Delphi part of this study formed the basis of a questionnaire mailed to staff and volunteers from PCYCs across Western Australia.

Population of Interest

The population of interest was all current PCYC staff, coaches, branch committee members and other volunteers or paid workers, a total of approximately 700 people from 24 clubs as at May 1995. This is an over estimation of the total population as there were individuals listed more than once for each club (as part of different groups) or as a representative of more than one club. Club staff, and possibly some volunteer workers, would have been given the opportunity to participate twice i.e., Delphi panel and survey. This was not seen to be an issue as these were separate parts of this study.

Sample Selection

A sample of approximately 300 was selected to balance the requirements of obtaining a reasonable sample size while staying within the financial restraints of conducting the survey. All clubs were contacted by telephone and asked to provide lists of current staff, committee, coaches (volunteer and paid) and any other person who assisted the club.

For each of the 24 clubs, every second person on each club list was selected, starting with the President of a club, then the committee and working through coaches and other helpers to a maximum of 17 persons from each club. Whenever a person was selected twice, because they had more than one role in the club (e.g., as a coach and committee member), the next person on the

list was selected and the sequence continued. This did not prevent the persons selected from having more than one club role (as some of the participants did) but only prevented them from being selected twice.

The Club police staff were automatically included because of the small number of potential participants. If this selection method would result in more than 17 people being selected from each club, then the formula was changed to select every third person, or in some cases, every fourth person. This formula was designed to achieve a sample size of 300 people and be representative of the different roles and functions undertaken within the club environment. The sample size was determined prior to the clubs providing their lists of names. The final sample size at the end of the selection process was 320. The number of respondents selected to represent each club varied between seven and 17.

This stratification of the sample allowed for a fair representation from all clubs throughout Western Australia and ensured that representatives from each club, and from each of the identified sub-groups within each club, would be invited to participate in the survey. The exceptions were police officers and public servant staff, all of whom were invited to be involved in the survey as their population was small (33 staff).

Instrument

A mailed self administered questionnaire (refer Appendix I) was used as the survey instrument because of the geographic

dispersion of the sample and the complexity of the topic. Other methods (e.g., personal interviews or telephone interviews) would not have been able to solicit such complex information from respondents throughout Western Australia. The method selected allowed for a full presentation of the criteria and allowed time for respondents to consider the questions and their answers. This also gave participants the opportunity to clarify issues (by telephone) if necessary.

The survey instrument comprised five parts. The first part of the survey package was a letter of introduction and background to the study (refer Appendix H). The second and fourth parts of the survey package provided instructions and asked respondents to rate the Effectiveness (part 2) and Ineffectiveness (part 4) criteria developed by the Delphi panel (refer Appendix H). Respondents were requested to rate the Effectiveness and Ineffectiveness criteria on a seven point Likert type scale. For example, a rating of seven indicated a criterion was 'Extremely Important' in making the club effective. The lack of range within the responses from the Delphi panel suggested a wider scale would provide for a greater sensitivity in the responses. A scale of seven was used in comparison to five for the Delphi panel to facilitate this greater discrimination and sensitivity (Sekaran, 1992; Van de Ven & Ferry, 1980).

The third and fifth parts of the questionnaire required respondents to rank the five most important Effectiveness (Part 3 of the questionnaire) and Ineffectiveness Criteria (Part 5 of the questionnaire). This aspect of the survey questionnaire was

different from the rating of criteria because it required comparisons between individual criterion in order to rank them. The rating determined if a criterion was important and the ranking determined the relative importance of one criterion to other criteria (refer Appendix H).

The rating task only required a score to be placed against a criterion with the potential for all criteria to be rated equally. When respondents were ranking the criteria, they had to decide which ones were the most important by comparing each criterion against the others and ranking them in order of importance. To keep the task relatively straightforward, respondents were asked to only rank only five criteria that they believed to be the most important in terms of making the service effective or ineffective, respectively. The ranking exercise was used to confirm the degree of importance evident from the analysis of the mean rating scores.

In addition to the questionnaire, data was sought on the characteristics of the respondents in support of the second objective for this study. These included identifying respondents in sub-groups by club role (Police Staff, Coaches, Committee & Other Helpers), location (Metropolitan & Country), gender, age (Over 25 years or 25 years and under) and whether the respondent was a club member in the last five years. As with the selection of respondents for this constituent sub-group used in the Delphi panel, five years was selected arbitrarily. This was to ensure relevant and recent experience of this group of respondents as a club user.

Survey Pilot

The criteria developed by the Delphi panel were used to develop a pilot questionnaire which was tested on four ex-PCYC staff members prior to the commencement of this stage of the study. These staff had a previous work history within the Federation of Police and Citizens Youth Clubs, were accessible and available to complete the pilot questionnaire. Feedback from this questionnaire related to clarity (changing the grammar, using smaller words) and the physical layout of the questions to make it easier to read.

In some cases the criteria statements were split into two statements to improve clarity. For example, the Effectiveness criterion, 'Youth Development' was split into 'Youth Development' and 'Youth Leadership'. This separated the two themes of philosophical commitment to youth development and tangible support for youth through leadership and coaching programs evidenced in the initial criterion. The Ineffectiveness Criteria, 'Environment' was split into 'Apathy' and 'Poor Physical Environment' to better reflect the themes of attitude and lack of interest by staff, and physically poor environment. In all, the criteria developed by the Delphi panel (19 associated with Effectiveness and 19 associated with Ineffectiveness) became 20 Effectiveness criteria and 23 Ineffectiveness criteria within the survey questionnaire. After these modifications there were 18 Effectiveness and 18 Ineffectiveness criteria common to both the Delphi and survey stages of this study. Modifications were checked against panel comments to ensure they did not change

the intent or meaning of the criteria, only their presentation. The variations between the criteria developed by the Delphi panel and those used in the survey are described in Appendix J.

Distribution of Questionnaire

The questionnaire, instructions and a return addressed postage paid envelope were distributed to each of the respondents through their clubs using the internal Police mail. Each questionnaire had the respondent's name on the covering instructions allowing the club managers to forward the questionnaires to the selected respondents. If any of the selected respondents had left the club since the initial list had been compiled, the questionnaire was to be forwarded (by the club manager) to the person who took that position. Although the Manager may have known who received the questionnaire, the instructions explained that there was no further contact required by the club manager. A stamped, return addressed envelope was included to allow the respondent to return the completed questionnaire directly to the researcher.

Although this system of distribution may appear unorthodox, it utilised a commonly used and accepted means of written communication within the Federation, whereby clubs and Managers act as distribution points for mail addressed to coaches, committee members and other non-paid staff. All clubs have systems in place to facilitate this form of distribution.

Participants were requested to reply within six weeks of receiving the survey by sending the questionnaire directly to the researcher using the stamped self-addressed envelope provided to them. Contact telephone numbers for the researcher were provided to allow for participants to ask questions if they needed to. A follow-up of individual questionnaires after they were sent to clubs was not possible as the survey was intended to be anonymous. As such, there was no way of identifying who had, or had not, responded. However, all clubs were contacted within two weeks after the mail-out to ensure that the questionnaires were received and distributed to participants.

Limitations

There were two main limitations relevant to this part of the study. These were the response rate and keeping control over the distribution of the questionnaires. In an attempt to reduce the potential for a low response rate, explanatory letters were sent to clubs promoting the survey and instructions and letters of support from the Federation office were provided within the survey questionnaire.

There was also potential for loss of control over the selection of replacement participants if a selected subject had left a club. This required the club manager(s) to distribute the questionnaire to the replacement person. Although all club managers were instructed on their role in the distribution of questionnaires, there was no guarantee that the procedure was followed correctly. The straight forward nature of the requirement, the

experience of staff with such administrative matters and the lack of reason for staff to do otherwise, provided a high degree of confidence that the procedure was followed as instructed.

As with the Delphi part of this study, the delimitations for the survey were mainly resource based. This limited the number of questionnaires that could be sent out to potential participants.

The constituents who participated in the postal survey, did not represent the perspectives of the Federation Head Office staff, the Council of Management or other external stakeholders, such as the local community. These constituent groups were outside the scope of this study and offer areas for further research on organisational effectiveness.

The results from this survey may not be applicable to other recreation organisations although they may be for some comparative assessments.

Ethical Considerations

Prior to conducting the follow up survey, as stage two of the study, a letter was sent by the head office of the Federation of Police and Citizens Youth Clubs to all clubs supporting the survey and advising club management that results would only be reported in an aggregated form.

All respondents were informed that their responses would be anonymous and participation was voluntary. The instructions for

the survey stated that identifying information was not required, consequently a confidentiality agreement was not attached. Respondents were instructed not to return the attached instructions (with their name on) when they returned their completed questionnaire. The return addressed envelopes were not coded to maintain the anonymity of the participant. For the few respondents who did return the instruction sheet with their name on it, these sheets were immediately removed and destroyed.

Data Management

All returned questionnaires were given a number based on their order of receipt and the data were entered onto a spreadsheet in Microsoft Excel (version 4.0 for Macintosh). Profile data were numerically coded to reflect categories and allow for easier data handling, sorting and analysis.

The data were analysed (against each criteria) for the total sample and the constituent sub-groups. This was done for both Effectiveness and Ineffectiveness criteria with the data being sorted and analysed using a Microsoft Excel 'Macro' (an automated sequence of actions). The analysis undertaken by this 'Macro' included the calculation of means and standard deviations against each of the criteria for the total sample and each constituent sub-group.

The data were grouped by constituent sub-groups. All paid Police staff were grouped only as staff and were not included in the

analysis for coaches, committee or other helpers even if they described themselves as such. When a participant indicated they both a coach and committee member, their results were analysed for both groups. It was not possible to determine from the questionnaire which was their primary role in the club. Those whose only role was that of 'Other helpers' were analysed as a discrete group. If they described themselves as 'Other helpers' and a coach or committee member then they were included under those groups and not as 'Other helpers'.

Comparisons between Effectiveness and Ineffectiveness criteria, Delphi and survey results, and ratings and rankings, were undertaken using the Spearman Rank test in Microsoft Excel (version 4.0 for Macintosh).

Summary

This chapter described the processes used for conducting the second part of this study, the mailed questionnaire used to test the criteria developed by the Delphi panel. The greater number of respondents in the survey also allowed for investigation of the results by the club role and profile of participants. Issues discussed were research design; survey instrument; sample selection and description; piloting the questionnaires; distribution and data management. The description of the survey results, and subsequent analysis, is presented in the Chapter 5.

CHAPTER 5.

RESULTS OF SURVEY

Introduction

In this chapter the characteristics of the sample and the response rate are described, with a discussion of the results from the postal survey. The effectiveness and ineffectiveness criteria are described for the entire sample and main constituent sub-groups. The analysis undertaken compares the results from the survey to the model developed by the Delphi panel. This chapter concludes with a detailed analysis of the most important individual criteria as perceived by the survey respondents.

Characteristics of Sample and Response Rate

There were 320 questionnaires sent out, with 99 useable responses returned, a 31 percent response rate. When grouped by their involvement with the club the respondents included; 13 Managers; nine Assistant Managers (representing 73% of staff); two managers who were also Coaches; 21 discrete Committee Members; 28 discrete Coaches; 14 who were both Committee Members and Coaches; 10 discreet Other Duties; and two unknowns. Together, the respondents represented 527 years of

experience with PCYC clubs, an average of 5.73 years experience per respondent. Their length of service varied between less than one year to more than 30 years. A more detailed description of the respondents described by club role is provided in Table 11.

Table 11.

Number of Respondents Described by Club Role.

Club Role ^a	Gender n			Age n			Location n			Member in last 5 yrs n		
	Male	Female	U/K	U/25	O/25	U/K	Metro	Cntry	U/K	Yes	No	U/K
Staff	18	6	0	1	23	0	9	14	1	--	--	--
Coach	18	24	0	15	27	0	25	17	0	31	9	2
Comm	19	16	0	8	27	0	18	17	0	28	6	1
Other	3	7	0	3	7	0	3	7	0	8	2	0

^a Column totals for Club Role include overlapping roles of Coach and Committee.

When the sample is described by the personal profile of the respondents (refer Table 12), there was almost a gender balance with 49.5 percent of respondents being males and 50.5 percent being females. Although most of the respondents were over 25 years (76.3%), there was a reasonable representation from the target age group for club activities with 23 respondents being 25 years of age or under (23.7%).

Table 12.

Number of Respondents Described by Personal Profile

	Club Role ^a				Gender		Age		Location		Member in last 5 yrs	
	Staff	Coach	Comm	Other	Male	Female	U/25	O/25	Metro	Cntry	Yes	No
Gender												
Male	18	18	19	3	48	0	6	42	21	26	40	7
Female	6	24	16	7	0	49	17	32	30	19	33	15
Unstated	0	0	0	0	0	0	0	0	0	0	0	0
Age												
U/25	1	15	8	3	6	17	23	0	13	10	18	4
O/25	23	27	27	7	42	32	0	74	38	35	55	18
Unstated	0	0	0	0	0	0	0	0	0	0	0	0

Note. Table must be viewed as columns only. Space limitations preclude "Unstated" being placed in rows.

^a Column totals for Club Role include overlapping roles of Coach and Committee.

Table 13 shows a fairly even distribution of respondents from metropolitan (53.1%) and country clubs (46.9%). Also important was the high proportion of respondents who indicated that they had been a club member within the previous five years (76.8%), allowing them to provide a perspective as both the service provider and service user.

Table 13.

Number of Respondents Described by Club Profile

	Club Role ^a				Gender		Age		Location		Member in last 5 yrs	
	Staff	Coach	Comm	Other	Male	Female	U/25	O/25	Metro	Cntry	Yes	No
Location												
Metro	9	25	18	3	21	24	13	38	51	0	38	12
Country	14	17	17	7	26	25	10	35	0	45	34	10
Unstated	1	0	0	0	1	0	0	1	0	0	1	0
Member in last five years												
Yes	N/A	31	28	8	40	33	18	55	38	34	73	0
No	N/A	9	6	2	7	15	4	18	12	10	0	22
Unstated	N/A	2	1	0	1	1	1	1	1	1	0	0

Note. Table must be viewed as columns only. Space limitations preclude "Unstated" being placed in rows.

^a Column totals for Club Role include overlapping roles of Coach and Committee.

Survey Results

Description of Data Presentation

The Effectiveness and Ineffectiveness criteria were analysed by the mean rating scores of criteria. The criteria ranking data from the survey instrument (parts 1 and 3 of survey) were used to corroborate the rankings determined by the mean rating score of criteria. The ranking section of the questionnaire only asked for the five most important criteria and may lack power as a tool for ranking the criteria overall. However, the data are useful for testing the ranking of criteria as determined from the mean rating scores. A focus on the mean rating scores for determining the importance of criteria allows for useful comparisons to be

made between the survey scores and the scores obtained from the Delphi panel.

The initial analysis of results describes the criteria, and how they are ranked by the respondents, followed by analysis of the results described by constituent sub-groups. Further analysis and discussion of important individual criteria is provided for the five most important Effectiveness criteria and most important discrete Ineffectiveness criteria. Not all respondents provided profile information in their responses. This resulted in some missing data when the results were analysed by the sub-groups (e.g., gender, age, location etc.). For example, one staff member did not provide a location. This meant that analysis by location would only represent the views of 23 staff members, not 24. However, when the results are discussed for the entire sample, the responses from this missing staff member would be included in the analysis.

Main Features

This section provides a general overview of the findings relating to the entire set of criteria, both Effectiveness and Ineffectiveness. The definitions of the criteria are provided in Appendix K. This discussion is followed by analysis of the Effectiveness and Ineffectiveness criteria in terms of their perceived importance by participants.

Effectiveness

All Effectiveness criteria were perceived as important by the survey respondents in contributing to PCYC club effectiveness in their service to the community. The mean rating score for Effectiveness criteria varied between 6.74 (Environment, $SD=0.51$) and 5.37 (Police Support, $SD=1.43$) on a seven point Likert type scale of importance (refer Table 14). The lowest mean was still substantially greater than the half way score of the seven point scale, placing all criteria on the “important” side of the scale. The low range of the mean rating scores (1.37) suggests the respondents did not perceive a great deal of difference in the importance of individual criterion.

Ineffectiveness

Similar to Effectiveness, all Ineffectiveness criteria were perceived as important by the respondents in contributing to clubs being ineffective in their service to youth. The Ineffectiveness criteria ranged from between 6.13 (Resources $SD=1.37$) and 4.83 (Club Image $SD=2.17$). As with the Effectiveness results, the low range between the mean rating scores (1.30) suggests the respondents believed there was little difference in the importance of individual criterion contributing to club Ineffectiveness.

The lower means for the Ineffectiveness criteria, compared to the Effectiveness criteria, suggest less support by the survey participants about the importance of these criteria. Also of note

was the greater standard deviations for Ineffectiveness criteria, suggesting less agreement about the importance of each Ineffectiveness criterion.

Table 14.

Survey Results for Effectiveness and Ineffectiveness Criteria

Effectiveness				Ineffectiveness			
Criteria	Ranking	M	SD	Criteria	Ranking	M	SD
Environment	1	6.74	0.51	Resources	1	6.13	1.37
Committee Members	2	6.70	0.65	Facilities	2	5.89	1.38
Resources	3	6.69	0.74	Coaches	3	5.75	1.66
Activities	4	6.65	0.65	Managers	4	5.68	1.68
Youth Development	5	6.62	0.63	Bureaucracy ^a	5	5.58	1.87
Working as a Team ^a	6	6.58	0.72	Activities	6	5.55	1.85
Coaches	6	6.58	0.78	Committee Members	7	5.53	1.80
Club Image	8	6.57	0.72	Apathy ^a	8	5.49	2.00
Cost	9	6.55	0.86	Parents	9	5.46	1.58
Managers	10	6.46	1.02	Youth Consultation	10	5.44	1.56
Access	11	6.40	0.83	Staff Management	11	5.43	1.85
Facilities	12	6.33	0.90	Planning ^a	11	5.43	1.82
Youth Consultation	13	6.29	0.81	Poor Public Relations	13	5.40	1.77
Responsibility	14	6.23	0.97	Physical Environment	14	5.39	1.67
Staff Management	15	6.21	1.11	Responsibility	15	5.38	1.84
Youth Leadership ^a	16	6.08	1.02	Self Determination	16	5.34	1.77
Self Determination	17	6.03	0.94	Cost	17	5.32	2.22
Youth Committee	18	5.74	1.17	Communications ^a	18	5.29	1.78
Parents	19	5.59	1.17	Lack of Staff ^a	19	5.28	1.68
Police Support ^a	20	5.37	1.43	Access	20	5.11	2.06
				Youth Development ^a	21	5.04	1.96
				Youth Committee ^a	22	4.93	2.17
				Club Image ^a	23	4.83	2.17

Note: Table ordered by the ranking of Effectiveness Criteria

^a Criteria are not common as both Effectiveness and Ineffectiveness criteria.

Consensus about Criteria

Standard deviations were used to explore the consensus of the survey sample about the importance of each criteria. For effectiveness, the relationship between the mean rating score and standard deviation for each criteria showed a very strong negative Spearman Rank coefficient ($r=-0.92$). The standard deviation for individual criteria generally increased as the mean rating score decreased from 0.51 for Environment ($\underline{M}=6.74$) to 1.43 for Police Support ($\underline{M}=5.37$).

A similar, but weaker, negative Spearman Rank correlation ($r=-0.78$) was also found for Ineffectiveness criteria. In addition, there was less agreement for individual Ineffectiveness criteria with the smallest standard deviation of 1.37 being for the criterion Resources ($\underline{M}=6.13$).

These results indicate more agreement associated with the higher ranked criteria (more important) compared to lower ranked criteria (less important). This agreement was greater for Effectiveness criteria than for Ineffectiveness criteria.

Comparisons Between Ratings and Rankings

A secondary aspect of the survey was the use of a ranking scale that asked each respondent to rank the five most important Effectiveness and Ineffectiveness criteria (Parts 3 and 5 of the survey). Comparisons of the rankings for this aspect of the survey and the rankings derived from the mean rating scores found some comparability between the two methods. Using the

Spearman Rank test a reasonable correlation was found for the Effectiveness criteria ($r = 0.47$) with a stronger correlation for the Ineffectiveness criteria ($r = 0.71$). To some degree, this supports the use of the mean rating score as a method of determining the priority accorded to the importance of each criterion. A more extensive ranking test may have been preferable. However, the requirement to rank all criteria (20 Effectiveness and 23 Ineffectiveness criteria) would be too complex and time consuming for respondents to reasonably undertake this task.

Relationship Between Effectiveness and Ineffectiveness

The results from the survey show little correlation between the ranked importance of Effectiveness and Ineffectiveness criteria based on the mean rating scores. A low correlation coefficient ($r = 0.24$) was found, using the Spearman Rank test, of the 17 comparable criteria (refer table 14) and indicates criteria important in making clubs effective are different from those making clubs ineffective. For example, the criterion Environment was ranked first as an Effectiveness Criterion but fourteenth as an Ineffectiveness criterion. However, there were some criteria ranked similarly for Effectiveness and Ineffectiveness. For example, the criterion Resources was the third most important Effectiveness criterion and the most important Ineffectiveness Criterion. This suggests Resources was perceived as very important for both Effectiveness and Ineffectiveness.

Analysis of Results for Constituent Sub-Groups

The second research objective for this study was the analysis of the criteria developed by constituent sub-groups to determine any important variations. This section discusses the most important Effectiveness and Ineffectiveness criteria (those with the highest mean rating score) for each constituent sub-group. Full tables describing the results of the analysis for all constituent sub-groups are provided in Appendix L.

An important consideration when reviewing these results is that not all of the sub-groups are discrete. The results for Committee Members and Coaches each included the responses from those respondents who indicated they had dual roles within the club. The expected result from this method of analysing the results would be more agreement about the importance of criteria between these two groups, as they contain repeated responses.

Another aspect for consideration when reviewing these results is the small number of constituents in each sub-group. This limits the power, to some extent, that can be attributed to the ranking of criteria results by constituent sub-groups. However, the results are useful in exploring the difference in perception about the importance of criteria held by members of the different constituent sub-groups.

Club Role

There was substantial variation between responses when described by the club role sub-groups of Staff, Coaches,

Committee Members, and Others. Particularly so when the Effectiveness criteria were analysed.

PCYC Staff ranked Resources as the most important Effectiveness criterion ($\underline{M}=6.88$, $\underline{SD}=0.34$). This is comparable to the third ranking given by Coaches ($\underline{M}=6.74$, $\underline{SD}=0.70$) and Committee Members ($\underline{M}=6.71$, $\underline{SD}=0.76$). The sub-group Others did not rank this criterion as high, placing it seventh ($\underline{M}=6.10$, $\underline{SD}=1.29$).

Coaches ranked Youth Development ($\underline{M}=6.81$, $\underline{SD}=0.51$) as the most important criteria. This is contrary to the other sub-groups who ranked this criterion as between the seventh and ninth most important.

Committee Members ranked the Effectiveness criterion Committee as most important ($\underline{M}=6.77$, $\underline{SD}=0.49$), compared to the ranking given by the other sub-groups of between second and fourth most important.

The constituent sub-group Others ranked Cost ($\underline{M}=6.60$, $\underline{SD}=0.52$) as the most important Effectiveness criterion. Comparable to the third ranking given by Committee Members ($\underline{M}=6.71$, $\underline{SD}=0.67$), but not to Coaches and Staff who ranked it in eighth and eleventh place respectively ($\underline{M}=6.57$, $\underline{SD}=0.97$; $\underline{M}=6.42$, $\underline{SD}=0.88$).

The substantial variations found for Effectiveness criteria were not as evident when the Ineffectiveness criteria were described by club role. Staff ranked Bureaucracy ($\underline{M}=6.38$, $\underline{SD}=1.47$) as the

most important Ineffectiveness criterion, a ranking not shared by Coaches (\underline{M} =5.47, \underline{SD} =2.02), Committee Members (\underline{M} =5.48, \underline{SD} =1.64) or Others (\underline{M} =5.00, \underline{SD} =1.66), who ranked Bureaucracy at eleventh, sixth and eighteenth respectively. However, these other three constituent sub-groups were unanimous in ranking Resources as the most important Ineffectiveness criterion (Coaches \underline{M} =6.27, \underline{SD} =1.40; Committee \underline{M} =6.27, \underline{SD} =1.31; Others \underline{M} =6.33, \underline{SD} =0.87). Staff also ranked this criterion highly at third highest (\underline{M} =6.00, \underline{SD} =1.35).

Location

Metropolitan respondents ranked Environment (\underline{M} =6.80, \underline{SD} =0.45) as the most important Effectiveness criterion. Country respondents ranked three criteria equal first, Resources (\underline{M} =6.64, \underline{SD} =0.84), Committee (\underline{M} =6.64, \underline{SD} =0.77) and Environment (\underline{M} =6.64, \underline{SD} =0.57). Metropolitan respondents ranked Committee (\underline{M} =6.75, \underline{SD} =0.52) and Resources (\underline{M} =6.73, \underline{SD} =0.67) second and third place respectively. Both Metropolitan (\underline{M} =6.16 \underline{SD} =1.30) and Country (\underline{M} =6.05 \underline{SD} =1.50) respondents ranked Resources as the most important Ineffectiveness criterion.

Gender

Male respondents ranked Committee (\underline{M} =6.77, \underline{SD} =0.52) as the most important Effectiveness criterion compared to female respondents who believed Environment (\underline{M} =6.82, \underline{SD} =0.44) to be the most important criterion. While males ranked Environment (\underline{M} =6.65, \underline{SD} =0.56) third, females ranked Committee (\underline{M} =6.61,

SD=0.76) lower at seventh place. Both genders ranked Resources as the most important Ineffectiveness criterion (M=6.30, SD=1.19 and M=5.94, SD=1.54 respectively).

Age

Respondents aged under 25 years ranked Environment (M=6.83, SD=0.39) as the most important Effectiveness criterion. Environment (M=6.70, SD=0.54) was also ranked comparably by those respondents over 25 years of age as the second most important criterion. However, this group ranked Resources (M=6.77, SD=0.61) as the most important Effectiveness Criterion. In contrast, the younger age group did not place the same importance on Resources (M=6.43, SD=1.04) and ranked it ninth.

Respondents under 25 years of age ranked Facility (M=6.04, SD=1.26) and Resources (M=6.04, SD=1.52) as the most important Ineffectiveness criterion. Similarly, those over 25 years ranked Resources as the most important Ineffectiveness criterion (M=6.14, SD=1.34) and Facility (M=5.82, SD=1.43) as the third most important criterion.

Member in the Preceding Five Years

Respondents who were members of a club in the preceding five years ranked Committee (M=6.70, SD=0.66) as the most important effectiveness criterion. In contrast, the criterion Committee (M=6.64, SD=0.66) was ranked lower at sixth place by those that had not been a member in the preceding five years. This group ranked Environment (M=6.86, SD=0.35) as the most important

Effectiveness criterion, compared to the second ranking given by respondents who had been a member in the preceding five years ($\underline{M}=6.68$, $\underline{SD}=0.55$).

Respondents who were members in the preceding five years ranked Resources ($\underline{M}=6.28$, $\underline{SD}=1.07$) as the most important Ineffectiveness criterion. This ranking is comparable to those respondents who were not members in the preceding five years, who ranked it third ($\underline{M}=5.59$, $\underline{SD}=2.06$). These respondents ranked Facility ($\underline{M}=5.82$, $\underline{SD}=1.74$) as the most important Ineffectiveness criterion, compared to the third ranking given by members who had been a member in the preceding five years ($\underline{M}=5.86$, $\underline{SD}=1.28$).

Summary.

When the results are reviewed by sub-groups, the most influential independent variable that affects the rank of each Effectiveness criterion was found to be the club role of constituents. Each sub-group determined a different criterion as the most important. This effect was less for Ineffectiveness criteria. There was less variation when the results were analysed by location, gender, age, or whether or not the constituent was a member in the previous five years.

Corroboration of the Model

In this section, the results of the survey are compared to the results obtained from the Delphi panel to determine the degree to

which they support the effectiveness model developed in that stage of this study.

The results of the survey are supportive of the criteria generated by the Delphi panel as being relevant and important in evaluating effectiveness in PCYCs. There were 18 common criteria between the Delphi and survey stages of this study (refer Tables 15 & 16). A strong and positive correlation was found between the means of these common criteria, with a Spearman Rank coefficient of 0.70 for Effectiveness criteria and 0.76 for Ineffectiveness criteria. These correlations, together with the high rating for all of the criteria as important indicators of effectiveness, provide support to the model developed by the Delphi panel.

For Effectiveness criteria, there are some notable variations between the rankings derived from the Delphi panel and those from the survey (refer Table 15). Some criteria had a higher ranking in the survey with notable examples being Youth Development (up ten places) and Activities (up seven places). Other criteria moved down in their placings'. Prominent examples include Managers (down nine places), and Staff Management (down six places).

Whilst there was movement in rankings, a review of changes in mean ratings scores show these variations to be less substantial. Some criteria dropped in their ranking but their mean rating

score actually moved closer to the highest ranked criterion. For example, Club Image dropped four places (fourth to eighth) but its mean rating score shifted moved closer to the highest ranked criterion in the survey (from 0.30 less than the highest mean rating score to 0.17 less than the highest mean rating score).

Table 15.

Rankings of the Effectiveness Criteria from the Delphi Panel and Survey

Criteria	Delphi ^a		Criteria	Survey ^b	
	Rank	M		Rank	M
Managers	1	4.89	Environment	1	6.74
Coaches	2	4.78	Committee Members	2	6.70
Environment	2	4.78	Resources	3	6.69
Club Image	4	4.59	Activities	4	6.65
Cost	5	4.56	Youth Development	5	6.62
Working as a Team	5	4.56	Working as a Team	6	6.58
Resources	5	4.56	Coaches	6	6.58
Committee Members	5	4.56	Club Image	8	6.57
Staff Management	9	4.52	Cost	9	6.55
Youth Consultation	9	4.52	Managers	10	6.46
Activities	11	4.48	Access	11	6.40
Facilities	12	4.41	Facilities	12	6.33
Access	12	4.41	Youth Consultation	13	6.29
Responsibility	14	4.33	Responsibility	14	6.23
Youth Development	15	4.30	Staff Management	15	6.21
Police Support	17	4.26	Youth Committee	18	5.74
Parents	18	4.15	Parents	19	5.59
Youth Committee	19	3.89	Police Support	20	5.37

^a All rankings derived from Table 7, not on the rankings in this table.

^b All rankings derived from Table 14, not on the rankings in this table.

These results suggest that, while there may have been some changes between the results from the Delphi panel and the survey in terms of rankings, the actual variation based on the

mean rating scores is not as substantial. This observation is supported by the relatively high correlation between the two sets of mean rating scores.

The variations of the rankings of Ineffectiveness criteria show a similar pattern to that of the Effectiveness criteria (refer Table 16). Three criteria showed substantial movement in their rankings: Communication (down eight places), Staff Management (down six places) and Environment (down six places). These criteria showed a similar shift in their mean rating scores away from the highest ranked criterion in each data set.

There were also a number of criteria that showed a change in rankings but little change in their mean rating score when compared to the highest ranking criterion of each data set. For example, Parents moved up six places from fifteenth to ninth but the mean rating score actually moved further away from the mean rating score of the highest ranked criterion for the survey sample.

As with the Effectiveness criteria comparisons, these comparisons show that substantial shifts in rankings for Effectiveness and Ineffectiveness criterion between the results from the Delphi panel and the survey may, with some exceptions, be less substantial once the mean rating scores are reviewed.

Table 16.

Rankings of the Ineffectiveness Criteria from the Delphi Panel and Survey

Criteria	Delphi ^a		Criteria	Survey ^b	
	Rank	M		Rank	M
Managers	1	4.78	Resources	1	6.13
Resources	2	4.59	Facilities	2	5.89
Activities	4	4.52	Coaches	3	5.75
Staff Management	5	4.48	Managers	4	5.68
Committee Members	5	4.48	Bureaucracy	5	5.58
Facilities	5	4.48	Activities	6	5.55
Environment	8	4.44	Committee Members	7	5.53
Coaches	8	4.44	Parents	9	5.46
Communications	10	4.41	Youth Consultation	10	5.44
Bureaucracy	10	4.41	Staff Management	11	5.43
Youth Consultation	12	4.37	Planning	11	5.43
Responsibility	13	4.33	Environment	14	5.39
Planning	13	4.33	Responsibility	15	5.38
Access	15	4.15	Cost	17	5.32
Parents	15	4.15	Communications	18	5.29
Club Image	17	4.11	Access	20	5.11
Cost	17	4.11	Youth Committee	22	4.93
Youth Committee	19	3.81	Club Image	23	4.83

^a All rankings derived from Table 7, not on the rankings in this table.

^b All rankings derived from Table 14, not on the rankings in this table.

Analysis of Results for the Highest Ranked Criteria

To provide an in-depth understanding of the characteristics of important individual criteria, a sample of six criteria were selected for further analysis (refer Table 17). The five Effectiveness criteria with the highest mean rating scores were selected with the opposing Ineffectiveness criteria for each of

these criteria also discussed where applicable. In addition, the Ineffectiveness criterion with the highest mean rating score is also discussed.

Table 17.

Organisational Effectiveness Criteria for Analysis

Effectiveness	Discretely Ineffectiveness
Environment	Bureaucracy
Committee Members	
Resources	
Activities	
Youth Development	

The results, representing the entire study (Delphi panel and survey), were analysed for each criterion based on their mean rating score. Comparisons were made between the rankings (based on the mean rating score) from the survey (refer Table 14) and the ranking provided by the mean rating score of the Delphi panel (refer Table 7). Where applicable, these comparisons were undertaken for both the Effectiveness and Ineffectiveness components of the criteria. Major findings or variations for each constituent sub-group of the survey sample are also discussed in terms of their ranking as an Effectiveness and Ineffectiveness criterion. The detailed results described by constituent sub-groups are shown in Appendix L (refer Tables L1-L12).

Environment

Effectiveness Criterion

There is a friendly atmosphere that supports and encourages the involvement and development of young club users.

Ineffectiveness Criterion

There is a boring physical environment that discourages the involvement of young people in activities.

'Environment' was ranked as the most important effectiveness criterion by the survey participants ($\underline{M}=6.74$, $\underline{SD}=0.51$). This ranking was comparable with the results from the Delphi panel where the mean rating scores for 'Environment' was the second highest ($\underline{M}=4.78$, $\underline{SD}=0.42$). The low standard deviations for both scores suggest there was strong agreement about the importance of this criterion. All sample sub-groups ranked the Effectiveness criterion 'Environment' between first and third, consistent with the low standard deviation derived for 'Environment' in both parts of this study. This suggests general agreement by the total survey sample about the importance of Environment to the effectiveness of PCYC club service provision.

The Ineffectiveness criterion 'Environment' was modified prior to the survey as a result of the pilot testing of the questionnaire. The criterion was divided into its key elements to form the three new Ineffectiveness criteria 'Physical Environment', 'Youth Development' and 'Apathy' (refer Appendix J). 'Physical

Environment' is the Ineffectiveness criterion most closely aligned with the Effectiveness criterion 'Environment' and is used for comparisons in this section.

The Effectiveness ranking is strongly contrasted by the much lower ranking as an Ineffectiveness criterion. 'Physical Environment' was ranked as the fourteenth most important criteria with a mean rating score of 5.39 ($SD=1.67$). This result suggests the criterion is more influential as on organisational Effectiveness than Ineffectiveness. However, this difference may also be attributed to the variation in the definition of the Effectiveness criterion 'Environment' and the Ineffectiveness criterion 'Physical Environment'. This ranking was also lower than that given by the Delphi panel where the equivalent criterion 'Environment' was ranked eighth ($M=4.44$, $SD=0.70$). The modification of this criterion between the Delphi stage and the conduct of the survey may be responsible for this variation.

When the importance of the Ineffectiveness criterion 'Physical Environment' was analysed by sub-groups for the survey results, most group rankings displayed little variation from the study sample ranking of fourteenth. The exceptions were between staff sub-groups where the ranking varied between seventh for Coaches and nineteenth for Staff. A similar high variation was found when the sample was described by whether or not they had been a member in the last five years. Those who were members within the preceding five years, ranked Environment ninth as an Ineffectiveness criterion with those that were not ranking it nineteenth. This difference in perceptions about the

importance of 'Physical Environment' may be linked to the association that Coaches and participants who were club members in the preceding five years have with the physical aspects of the club environment (e.g., working with and using equipment). This association may be greater for these sub-groups than for Staff, and participants who were not members in the preceding five years.

Committee Members

Effectiveness Criterion

There is a dedicated committee, working as a team, which cares about the service provided to young people and putting their needs first.

Ineffectiveness Criterion

Committee members lack dedication, a professional approach, or who would rather use their positions to advance their own interests.

The Effectiveness criterion 'Committee Members' was ranked second by the survey participants ($\underline{M}=6.70$, $\underline{SD}=0.65$). This is higher than the ranking of fifth given by the Delphi panel ($\underline{M}=4.56$, $\underline{SD}=0.58$).

The low standard deviation for the total survey sample is substantiated by relatively small variations between rankings when the results are described by constituent sub-groups. Most

sub-groups ranked 'Committee Members' as between the first and fourth most important Effectiveness criterion. There was some gender difference in rankings with male respondents ranking the criterion first and female respondents ranking it seventh, with a relatively even distribution of male and female committee members surveyed (19 & 16 respectively). There was also a similar variation between those who were a member in the last five years, who ranked it first, and those who were not and ranked it sixth.

As an Ineffectiveness criterion, 'Committee' was ranked seventh by the survey participants ($\underline{M}=5.53$, $\underline{SD}=1.80$). This is consistent with the fifth highest ranking provided by the Delphi panel ($\underline{M}=4.48$, $\underline{SD}=0.64$).

When the Ineffectiveness criterion 'Committee' is analysed by constituent sub-groups there were some variations. By club roles, the ranking varied between seventh (Coaches) and fourteenth (Committee Members). This suggests Committee Members perceived the criterion 'Committee' to be more important to Effectiveness than to Ineffectiveness.

When the sample was reviewed by location there was a large variation in the rankings. Country respondents ranked the criterion fifth, higher than Metropolitan members who ranked it sixteenth. This ranking suggests that a greater importance may be recognised for Committee Members by Country respondents than by Metropolitan respondents. A similar dispersion also applied when analysing the results by age groups. Those over 25

years ranked the Ineffectiveness criterion fifth, substantially higher than those under 25 years who ranked it seventeenth. This result suggests older respondents perceived Committee Members to be important as an Ineffectiveness criterion than young respondents.

Resources

Effectiveness Criteria

The club has access to enough resources (including money, equipment, volunteers and staff) to operate properly.

Ineffectiveness Criteria

The club does not have access to enough resources (including money, equipment, volunteers and staff) to operate properly.

The Effectiveness criteria 'Resources' was ranked as the third highest by the survey participants ($\underline{M}=6.69$, $\underline{SD}=0.74$). This is comparable to the ranking of fifth given by the Delphi panel ($\underline{M}=4.56$, $\underline{SD}=0.58$).

There was some variation between the rankings when compared across constituent sub-groups. When described by Club Role, the sub-group Others varied from the high ranking of the other sub-groups to rank this criterion seventh. There was an even greater variation when the sample was described by age groups. Those under 25 years of age ranked 'Resources' as the most important

Effectiveness criterion, however those over 25 years ranked it much lower at ninth place.

'Resources' was ranked as the most important Ineffectiveness criteria by the survey participants ($\underline{M}=6.13$, $\underline{SD}=1.37$). This result is similar to a ranking of second provided by the Delphi panel ($\underline{M}=4.59$, $\underline{SD}=0.57$). There was little variation between constituent sub-groups with all ranking of the criterion between first and third place.

Activities

Effectiveness Criteria

There is a diverse range of activities designed to meet the variety of needs that young people have.

Ineffectiveness Criteria

Activities are not designed to meet the variety of needs that young people have.

The Effectiveness criteria 'Activities' was ranked as the fourth most important criterion by the survey participants ($\underline{M}=6.65$, $\underline{SD}=0.65$). This result is inconsistent with the ranking given by the Delphi panel where the criterion 'Activities' had the eleventh highest mean rating score ($\underline{M}=4.48$, $\underline{SD}=0.58$). The variation in rankings is supported by a similar shift in the mean rating score closer to the highest ranked criterion for the survey. This suggests a difference in the perceptions between Delphi panel

members and survey participants about the importance of 'Activities' as an Effectiveness criterion. The reason for this difference is not known but may be due to the use of two different samples.

An analysis by constituent sub-groups confirmed the relative agreement between members of the survey sample on the contribution of 'Activities' to PCYC effectiveness. All sub-groups ranked this criterion between second and seventh place.

'Activities' was ranked as the sixth most important Ineffectiveness criterion by survey participants ($\underline{M}=5.55$, $\underline{SD}=1.85$). This is consistent with its ranking of third derived from the Delphi experiment ($\underline{M}=4.52$, $\underline{SD}=0.64$).

When described by constituent sub-groups, the Ineffectiveness criterion 'Activities' showed some substantial variations consistent with its relatively high standard deviation for the total survey sample. Described by club role the ranking of the criterion varied between fourth for Coaches and sixteenth for Committee Members. There was also a smaller but substantial variation when comparing the ranking by gender with male respondents ranking it fourth and female respondents ranking it eleventh. There was less variation for other sub-groups with all ranking the criterion between sixth and tenth place.

Youth Development

Effectiveness Criterion

Management and coaches have a supportive leadership style and show a commitment to caring about, and understanding the individual needs of young people.

Ineffectiveness Criterion

The Club management and coaches are more concerned with winning and success rather than caring about the individual needs of young club users.

The Effectiveness criterion 'Youth Development' was ranked as the fifth criterion by the survey participants ($\underline{M}=6.62$, $\underline{SD}=0.63$). This ranking is substantially higher than that given by the Delphi panel where it was ranked as the fifteenth most important criteria ($\underline{M}=4.30$, $\underline{SD}=0.54$). This variation is consistent with the movement of the mean rating score for 'Youth Development' closer to the mean rating score for the highest ranked Effectiveness criterion during the survey. When the survey responses were analysed by constituent sub-groups, there was some variation in the ranking of 'Youth Development' as an Effectiveness criterion with the rankings varying between first and ninth place. This suggests little agreement about the importance of this criterion by members of different constituent sub-groups.

The Ineffectiveness criterion 'Youth Development' was developed from the Ineffectiveness criterion 'Environment' in response to comments from the pilot questionnaire conducted prior to the survey (refer Appendix J). This prevents any comparisons between the rankings of the Delphi panel and the survey participants for this criterion.

'Youth Development' was ranked very low as an Ineffectiveness criterion by the survey participants in twenty first place ($\underline{M}=5.04$, $\underline{SD}=1.96$). This suggests that 'Youth Development' has some importance as an Effectiveness Criterion, but not as an Ineffectiveness criterion. When analysed by constituent sub-groups the rankings were consistently low, ranging between sixteenth and twenty third place.

Bureaucracy

Ineffectiveness Criteria.

There is too much importance placed on paper work and administration and not enough on meeting the needs of members.

The criterion 'Bureaucracy' was ranked as the fifth most important Ineffectiveness criteria by the survey participants ($\underline{M}=5.58$, $\underline{SD}=1.87$). These results differ from those provided by the members of the Delphi panel who ranked it much lower in tenth place ($\underline{M}=4.41$, $\underline{SD}=0.75$).

When analysed by Constituent sub-groups, there were substantial variations with the exception of responses described by gender. The greatest variation occurred when described by Club Role with 'Bureaucracy' ranked as the most important criterion by Staff, compared to being considered the eighteenth most important criterion by the constituent sub-group Others. This variation may be linked to the closeness of association between the different club roles and the criteria. For example, Bureaucracy may be directly relevant to Staff, but may have little relevance to members of the constituent sub-group Others.

The low agreement between the responses of the total survey participants, combined with the relatively high standard deviations given by the sub-groups, suggest there may be little agreement about the importance of Bureaucracy as a contributor to the Ineffectiveness of the PCYC service.

Summary

This Chapter presented the results from the questionnaire completed by 99 respondents involved in the Federation of Police and Citizens Youth Clubs. First, the survey sample was described and the major findings for the entire criteria set of the survey analysed and discussed. This was followed by analysis of the survey results as described by constituent sub-groups including, club role, gender, location, age and whether or not the participant had been a club member in the previous five years.

The results from the survey were compared to those provided by the Delphi panel to determine if they supported the Effectiveness model developed in that stage. The five most important Effectiveness criteria and the most important discrete Ineffectiveness criterion were also discussed in detail. Further analysis and discussion of the implications of these results are found in Chapter 6.

CHAPTER 6.

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Introduction

The study of organisational effectiveness has suffered from an uncertainty about definition and the lack of agreement about criteria by which it can be measured (Banner & Gagnes, 1995; Campbell, 1977; Denison, 1990; Georgopolous & Tannenbaum, 1957; Goodman & Pennings, 1977a; Quinn & Rohrbaugh, 1983). In an attempt to overcome this uncertainty, and to better understand the nature of organisational effectiveness, a number of researchers attempted to identify universal criteria or attributes (Campbell, 1977; Public Sector Management Office, 1994b). Once identified, they were linked to established management models (Quinn & Rohrbaugh 1983) or performance management models (Funnel, 1996).

Other approaches were also used when investigating organisational effectiveness. The Goals and Objectives approach determined organisational effectiveness by the extent that organisational goals or objectives were achieved (Banner & Gagne, 1995; Hannan and Freeman, 1977; Office of the Auditor General, 1994; Rowe, Mason & Dickel, 1985; Ziebell & De Coster 1991). The Systems approach placed less emphasis on the achievement of goals or objectives and more on the processes and intangible effects that an organisation has on its clients and the

broader community (Banner & Gagne, 1995; Parkhouse, 1991; Zammuto, 1982; Ziebell & De Costa, 1991).

The purpose of this study was to identify and describe organisational effectiveness criteria that are appropriate for evaluating the organisational effectiveness of the Police and Citizens Youth Clubs recreational service to youth. To achieve this, three research objectives were identified:

1. To identify organisational effectiveness criteria appropriate to Police and Citizens Youth Clubs in Western Australia; and
2. To determine if there were different perceptions of effectiveness criteria for Police and Citizens Youth Clubs held by different sub-groups. The sub-groups were defined by club role (club members, committee members and coaches), location (metropolitan or country), gender (male or female) age (under or over 25 years) and club membership (whether or not a club member in previous five years).
3. To compare the identified criteria with the goals of the Federation of WA Police and Citizens Youth Clubs and other relevant contemporary models for assessing organisational effectiveness.

This study used the Strategic Constituencies approach whereby the constituent groups for an organisation determined the definition and description of criteria for organisational effectiveness. These criteria varied according to constituent

groups and reflected what was relevant to them as indicators of organisational effectiveness (Banner & Gagne, 1995; Cameron & Whetten, 1983; Funnel, 1996; Hannan & Freeman, 1977; Zammuto, 1982).

In this chapter, the results are discussed in the context of the three research objectives. The model of organisational effectiveness criteria for Police and Citizens Youth Clubs and the different perceptions held by constituent sub-groups about the importance of criteria are described. The findings are related to the major organisational effectiveness frameworks of the Public Sector Management Office (1994b), Quinn and Rohrbaugh (1983) and Funnel (1996). Recommendations for further research into organisational effectiveness and the implications for Police and Citizens Youth Clubs complete this chapter.

Summary

Research Objective 1

To identify organisational effectiveness criteria appropriate to Police and Citizens Youth Clubs in Western Australia

The Delphi panel identified 22 criteria of which 16 were common to both effectiveness and ineffectiveness, three were discrete Effectiveness criteria and three were discrete Ineffectiveness criteria (refer Table 10). These criteria were refined and simplified to generate a set of 20 Effectiveness and 23 Ineffectiveness criteria for testing against a wider sample of PCYC service providers using a mailed questionnaire.

The results from the survey supported all criteria as important in contributing to the organisational effectiveness of Police and Citizen's Youth Clubs in their service to youth. The criteria described in Table 18 represent the Effectiveness and Ineffectiveness criteria, described earlier in Table 14, as one ranked list of Effectiveness criteria. Criteria which are common to both Effectiveness and Ineffectiveness are described as one criterion, providing a total of 25 discrete criteria. Full definitions for these criteria are shown in Appendix K. The criteria are described in ranked order based on the mean rating scores with discrete Ineffectiveness criteria in reverse ranked order at the end of the list. This provides a continuum for criteria from those most important to Effectiveness to those most important to Ineffectiveness.

Research Objective 2

To determine if there were different perceptions of effectiveness criteria for Police and Citizens Youth Clubs held by different sub-groups. The sub-groups were defined by club role (club staff, committee members, coaches and others), location (metropolitan or country), gender (male or female) age (under or over 25 years) and club membership (whether or not a club member in previous five years).

The perceptions about the importance of the criteria, in contributing to the organisational effectiveness of Police and Citizens Youth Clubs in providing their recreational service to

Table 18.

Organisational Effectiveness Model for Police and Citizens Youth Clubs

Criteria
Environment
Committee Members
Resources
Activities
Youth Development
Working as a Team
Coaches
Club Image
Cost
Managers
Access
Facilities
Youth Consultation
Responsibility
Staff Management
Youth Leadership
Self Determination
Youth Committee
Parents
Police Support
Lack of Staff
Communications
Planning
Apathy
Bureaucracy

youth, varied between constituent sub-groups. These differences in perception appeared to be associated with the survey participants different roles and duties. The proximity to different criteria may have affected their perception about the relative importance that could be attributed to those criteria.

The constituent sub-group Staff identified Resources as the most important organisational effectiveness criterion, consistent with their administration and management responsibilities. Those participants identified as Coaches rated Youth Development as the most important criterion. Again, this appears to be consistent with their direct responsibility for coaching and instructing club members. The sub-group Committee Members rated Committee as the most important criteria. This response could have been expected, considering their role is to manage the overall planning and direction of clubs. The perception of the importance of each criterion appears to be directly related to the nature of the involvement of the respondents with the clubs and their users.

The sub-group Others, however, ranked Cost (of the service to the user) as the most important Effectiveness criteria. The reason for this is not readily apparent although constituents of this sub-group are the most heterogeneous within their club role (e.g., collecting club fees, staffing the canteen, undertaking clerical duties) and demonstrated less agreement with other sub-groups on most criteria (average $\underline{SD}=1.11$). Therefore, the constituents of this sub-group may have a stronger interest in issues related to the cost of the service to the user. The low standard deviation for the criterion Cost ($\underline{SD}=0.52$) indicates these constituents agree on

the importance of the criterion Cost in making PCYCs effective in their service to youth. This perception about the importance of the criterion Cost is not articulated openly within the Objects or Objectives of the Federation. However, it is reasonable to accept that it is an implicit requirement for the Object of the Federation to maintain a viable club structure. The cost of service must be consideration when considering its viability.

There was less disagreement by these constituent sub-groups about Ineffectiveness criteria. The only variation was for the constituent sub-group Staff, who ranked Bureaucracy as the criterion that contributed most to ineffectiveness. This view was not shared by the other sub-groups, suggesting it was a concern unique to staff as they are directly involved in the daily administration of clubs. The other club role sub-groups believed that a lack of Resources contributed to the Ineffectiveness of providing a service to youth. Again, this perception may be related to their position and role in service by clubs.

Comparisons across the other sub-groups showed less variation about the contribution of any criterion to the effectiveness or ineffectiveness of PCYC service provision. Some of the more notable differences include: female respondents placed a lower importance on Committee members as an Effectiveness criterion than males; respondents under 25 years placed less importance on Resources as an Effectiveness criterion compared to those over 25 years; and Committee Members was less important as an effectiveness criterion for those who were not members in the last five years compared to those who were. The importance of

Ineffectiveness criteria varied little when described by location, gender, age, and whether or not respondents were recent club members.

The variation in the importance of criteria between the constituent sub-groups, especially those described by their club role, supports the concept that different constituencies within an organisation will vary in their perception about the importance of different effectiveness criteria (Cameron & Whetten, 1983; Daft, 1995; Goodman & Pennings, 1977b; Hall & Quinn, 1983; Zammuto, 1982). This is further supported by the association that appears to occur between the most important criteria to constituent sub-groups and the nature of their own involvement within a club.

Research Objective 3

To compare the identified criteria with the goals of the Federation of WA Police and Citizens Youth Clubs and other relevant contemporary models for assessing organisational effectiveness.

The Results Reviewed in Terms of the Objects of the Federation.

Useful comparisons can be made between the effectiveness criteria developed and the goals of the organisation. By aligning the Federation Objects and Objectives against the effectiveness criteria identified in this study, an understanding of the relationship between the stated goals of the organisation and the important issues of organisational effectiveness to the key

constituents can be developed. This in turn may assist to provide an understanding of the differences between the stated goals of the organisation and the effectiveness criteria important to the main constituent groups. It was reasonable to assume that in an organisation where everyone knows the corporate direction and the goals of the organisation, there would be some reflection of this in any investigation of organisational effectiveness. Table 19 describes the Federation Objects aligned to the Effectiveness and Ineffectiveness criteria developed in this study to compare the similarities and differences between the stated goals and the identified criteria.

The alignment of the Objects of the Federation and the Effectiveness criteria suggests the main concerns of the survey participants centred towards the structure and systems in place within the clubs. This could be expected due to the inward looking nature of this study and the constituent groups selected. The Objects of the Federation of Police and Citizens Youth Clubs, and its relevance to the broader community, may not be perceived to be major issues to the constituents who were used as the focus of this study.

The Effectiveness and Ineffectiveness criteria identified by this study can be more closely aligned to the Object of the Federation, than with the specific Federation objectives. Although the relationships between the criteria and the Object of the Federation and its objectives may be subject to different interpretations, it is apparent the effectiveness criteria are more easily aligned to those objectives that are more general in nature.

Table 19.

Comparison of Results with Federation Objectives

Federation Objects	Effectiveness Criteria	Ineffectiveness Criteria
The Objects of the Federation are to conduct and maintain a viable club structure capable of delivering the following objectives:	Managers Coaches Working as a Team Cost Resources Committee Members Responsibility	Self Determination Staff Management Bureaucracy Lack of Staff Communications Planning
1.To provide clean healthy recreation for young people.	Activities Facilities Environment Youth Development	Youth Consultation Youth Leadership Access Youth Committee
2. To teach young people about good citizenship and observance of the laws of the state.	Activities Youth Leadership Coaches	Youth Leadership
3. To encourage an appreciation of music, art and culture amongst young people.	Activities	Activities
4. To awaken persons to their responsibilities towards young people.	Police Support Parents Club Image	Public Relations Apathy
5. To maintain allegiance to the Commonwealth of Australia.	Activities Youth Leadership	Youth Leadership

Very focused objectives such as “To encourage an appreciation of music, literature, art and culture amongst young people” and “To maintain allegiance to the Commonwealth of Australia” were not specifically reflected in the criteria identified. However, they could be aligned with the criterion Activities, as could most of the objectives. Activities could include art classes and other cultural

pursuits. Club activities could include national or international sporting competitions thereby providing a sense of patriotism.

A similar situation also applies with other criteria. For example, the criterion Managers may imply that a good manager will “Awaken persons to their responsibilities towards young people” as a potential resource for a club. However, this intention was not explicitly stated within the responses from either the Delphi panel members or the survey participants.

The lack of effectiveness criteria that directly addressed some of the organisation’s objectives suggests some discrepancy between the organisation’s traditional goals, and those held by the people within the organisation. This could be due to the different levels of abstraction within the organisation. The Objects of the Federation are developed at the highest strategic levels while the effectiveness criteria were identified at the operational level in this study. However, it may be an issue of concern for the organisation if its Objects are not being reflected at the operational level. This is particularly so if organisational effectiveness is to be assessed using the output/outcome based models currently supported by the State Government of Western Australia (Office of the Auditor General, 1994).

The disparity between the PCYC Objects and the operational effectiveness criteria may also reflect a lack of communication of the Objects throughout the organisation (Banner & Gagnes, 1995; Public Sector Management Office, 1994). The identification of the Ineffectiveness criteria ‘Planning’ and ‘Communication’ supports a

lack of communication between senior management and operational personnel as an issue affecting the organisational effectiveness of club's service to youth.

To address this issue of disparity, the objectives of the organisation may need to be re-aligned to more closely reflect what the main constituent groups of the organisation (staff, volunteers and users) believe to be important. This should be in terms of specific, relevant and achievable outcomes (Office of the Auditor General, 1994). For example, the objective "To provide clean healthy recreation for young people" could be modified to state "To provide a diverse range of activities that meet the variety of needs that young people have". The success in achieving this objective (the outcome) could be determined by surveying young people about the relevance of club activities to their needs.

Comparisons with Effectiveness Attributes and Competing Values Framework

The Effectiveness and Ineffectiveness criteria identified during this study were aligned with the twelve effectiveness criteria described by the Public Sector Management Office (1994) and the effectiveness criteria identified by Quinn and Rohrbaugh (1983) (refer Table 20). This comparison provides for an assessment between the criteria developed in this study and other attempts at placing organisational effectiveness criteria into a framework or model.

The criteria identified in this study were able to be readily aligned with eight of the twelve effectiveness Attributes described by the Public Sector Management Office (1994) and most of those identified by Quinn and Rohrbaugh (1983). Where appropriate, the Effectiveness and Ineffectiveness criteria from this study and from the Competing Values Framework (Quinn & Rohrbaugh, 1983) were aligned with more than one of the Public Sector Management Office's Effectiveness Attributes. The four Public Sector Attributes not directly comparable with the criteria in this study included; Relevance; Achievement of intended results; Secondary inputs; and Monitoring and reporting. These comparisons are shown in Table 20.

The four Public Sector Management Office Attributes that could not be easily aligned had an external, or more strategic, focus and may not have relevance to the constituent groups in this study. The number of criteria that were equivalent to the other eight Attributes suggests a relevance of these criteria to the more internally focussed Public Sector Management Office Attributes.

Comparisons with the Program Logic Model

The Program Logic Model (Funnel, 1996) described organisational outcomes and outputs in a hierarchical framework. This framework allows for the criteria identified in this study to be discussed in terms of the organisational level they represent. The criteria developed in this study did not necessarily address effectiveness in terms of higher level or strategic outcomes achieved. Rather the criteria identified are more relevant as

Table 20.

Alignment of Effectiveness Criteria to Other Frameworks.

Effectiveness Attributes (Public Sector Management Office, 1994)	PCYC Effectiveness Criteria	Competing Values Framework (Quinn and Rohrbaugh, 1983)
Relevance	<u>No obvious equivalent</u>	Evaluation, external support, information management (partial)
Appropriateness	Activities Youth Development Youth Consultation Access Youth Committee Youth Leadership Apathy	Planning, objective setting, evaluation, productivity, information management
Achievement of intended results	<u>No obvious equivalent</u> (possibly Planning)	Objective setting, evaluation, information management, productivity
Acceptance	Youth Committee Youth Consultation Club Image Public Relations Police Support Parents	External support
Responsiveness	Activities Youth Committee Youth Consultation	Flexibility, readiness
Secondary inputs	<u>No obvious equivalent</u>	<u>No obvious equivalent</u>
Management direction	Working as a Team Self Determination Responsibility Communications Planning	Planning, objective setting, communication (partial), control (partial), information management (partial), morale
Costs & productivity	Resources Cost Bureaucracy Lack of Staff	Productivity, efficiency
Financial results	Bureaucracy	Resource acquisition
Working environment	Facilities Environment Managers Resources Lack of Staff Staff Career Management Bureaucracy	Value of human resources, cohesion, morale, stability, control (partial)
Protection of assets	Staff Career Management Managers Coaches Committee Members	Resource acquisition, control, value of human resources, morale
Monitoring & reporting	<u>No obvious equivalent</u> (possibly Bureaucracy)	Evaluation, Information management

strategies or immediate outputs when described using the Program Logic Model. The organisational effectiveness criteria identified in this study reflect strategies for achieving the Objectives of the Federation, although the achievement of any one of these criteria could be viewed as a lower level outcome in itself using the Program Logic Model.

The higher level long term outcomes for PCYCs cannot be easily measured due to problems of linking the cause to the effect. Therefore, the Program Logic Model is useful as a framework for placing the criteria identified in this study in context. For example, the criterion Activities (There is a diverse range of activities designed to meet the variety of needs that young people have) is an intermediate outcome or output. The achievement of this criterion is necessary to meet the Objective (higher level outcome) of "To provide clean healthy recreation for young people".

Summary

The effectiveness criteria identified in this study are consistent with the Objects of the Federation once their operational focus is taken into account. The criteria are generally consistent with the Effectiveness Attributes developed by the Public Sector Management Office (1994) and criteria identified by Quinn and Rohrbaugh (1983). However, the internal focus and operational nature of the criteria identified suggest they are not completely compatible with these models, which may represent a higher

level of abstraction. The operational nature of these criteria suggests they are more relevant to the lower or intermediate levels of the outcome hierarchy as described by Funnel (1996).

Conclusions

This study set out to determine appropriate organisational effectiveness criteria for Police and Citizens Youth Clubs in Western Australia. It sought to identify perceptions about the importance of the criteria in providing a service to youth from the perspective of the different constituent sub-groups involved in Police and Citizen Youth Clubs across Western Australia.

To achieve this, the Delphi technique was used with panel members selected from the main constituent groups of service providers, including those with experience as a service user. The effectiveness criteria identified by the panel members were tested against a larger sample using a mailed questionnaire. A comparison with the Objectives of Police and Citizens Youths, the 12 Effectiveness Attributes described by the Public Sector Management Office (1994) and the Program Logic Model (Funnel, 1996) found the criteria developed in this study were generally consistent. This consistency takes into consideration the internal focus of the study.

The set of organisational effectiveness criteria developed in this study supports the concepts put forward by Cameron and Whetten (1983), Banner and Gagnes (1995) and others that the

constituent group should be used to identify criteria relevant to the focus of a study. In this study the constituents all worked at a local level and the criteria generated tended to deal with local work-group issues rather than strategic management issues. This was evident by the inability to strongly align any criteria with four of the Effectiveness Attributes that dealt with strategic issues in the Public Sector Management Office (1994) model.

The research method used in this study worked well as a way of identifying relevant and appropriate criteria of organisational effectiveness, with one exception. The constituent groups selected provided both a service provider and user perspective. However, it was apparent by the operational focus of the criteria developed, that the perspective of members from the Federation Council of Management and senior Police staff would have added to the diversity of criteria developed.

The results of this study provide a framework for future investigations into public sector and not-for-profit organisations that work in the recreation field. Such a framework would be an effective method to identify and investigate organisational effectiveness in most organisations. This design would have elements of :

1. identifying the main constituent groups;
2. using a theme building process such as a Delphi technique to identify criteria;

3. checking the identified criteria against a larger sample; and
4. developing an ordered rank of importance for the criteria.

This framework does not discount the need to modify the research process to meet the individual variations that occur between organisations, including those of organisational structure, culture, geographic dispersion, community expectations, and the role of the organisation. This approach is preferable to attempts by earlier researchers such as Campbell (1977), Quinn and Rohrbaugh (1983) and others to investigate generic organisational effectiveness criteria. The approach used in this study accepts that each organisation may have different criteria, or place a different emphasis on similar criteria.

The organisational effectiveness criteria developed in this study, and the methods used to identify those criteria, provide the foundation to develop a performance management framework for the Federation of Police and Citizens Youth Clubs in Western Australia. This is timely given the increased focus by the State Government of Western on increased accountability, particularly for organisational effectiveness.

Implications and Recommendations for the Federation of Police and Citizens Youth Clubs

Implications

The rationale for this study was based on the need for the Federation of Police and Citizens Youth Clubs to have a systematic means of assessing the effectiveness of its service. The development of organisational effectiveness criteria, based on the perceptions of the major constituent group of users and service delivery staff and volunteers, provides a framework from which performance measures for organisational effectiveness may be developed.

The criteria identified in this study have utility in providing Police and Citizen's Youth Clubs with effectiveness performance indicators. Although there was no equivalent criteria developed for the Public Sector Management Office Attribute 'Monitoring and Reporting', the entire set of criteria developed in this study provides a basis for undertaking this role. An instrument for measuring the level of achievement against each of the criteria can be developed with the results, in the first instance, providing a benchmark for the future monitoring of effectiveness in the organisation.

The measurement of the effectiveness of the Federation, determined by the long term outcome of producing better citizens, can only truly be measured with a longitudinal study. Such a study would need to monitor club members throughout

their involvement with PCYC clubs and make a reasonable conclusion about the effect of their involvement on the final outcomes. Lifestyle variables to be accounted for in such a longitudinal study include education; recreational opportunities and experiences; family background; and social, economic and personal profiles.

The criteria developed in this study can form the basis of performance indicators for the Federation in terms of its service delivery to achieve intermediate outcomes. This level of evaluation may be all that is feasible due to the difficulties in determining the long term effects of the program on producing better citizens.

The Effectiveness and Ineffectiveness criteria identified during this study reflect a number of issues and concerns about what is important in making clubs effective in their service delivery. Those criteria that are common to both effectiveness and ineffectiveness are important in making clubs effective, with their absence or poor implementation being important in making clubs ineffective. The discrete Ineffectiveness criteria are important in showing the issues that contribute to making clubs less effective. The criteria developed in this study are useful in guiding management in the allocation of resources and identifying priorities for improving their service to the youth of Western Australia. For example, as Resources was ranked highly as both an Effectiveness and Ineffectiveness criteria, it is reasonable that a high priority be placed on addressing this criteria at a club and Federation level.

Recommendations

The criteria developed in this study form a foundation from which effectiveness performance indicators could be developed for Police and Citizens Youth Clubs. This would allow the development of a performance assessment system that incorporates organisational effectiveness. This would be an ongoing process and provide for the modification of criteria over time. Modification of criteria would be based on a similar research method as applied in this study. This would ensure the identified performance measures of effectiveness remain relevant to the needs of the organisation over time.

The development of priorities and allocation of resources by the Federation of Police and Citizens Youth Clubs should take into account the relative importance of the criteria identified. This will ensure an appropriate level of support is focussed on the important issues.

Recommendations for Further Research

The most apparent need for further research is for a similar study using a different constituent group, specifically one that involves the senior management of the Federation of WA Police and Citizens Youth Clubs. This would enable the development of criteria that represent the strategic intent of the organisation. The criteria developed should be amalgamated with the criteria developed in this study to reflect both the strategic and

operational aspects of organisational effectiveness for Police and Citizen's Youth Clubs.

The criteria identified in this study provides the basis of an assessment system capable of measuring the organisational effectiveness of Police and Citizen's Youth Clubs. The further development and testing of such an assessment system is necessary to complete the process begun in this study. Consistent with this, research will need to be undertaken to ensure the criteria used for assessing organisational effectiveness maintain their relevance over time.

The application of the Delphi technique and corroborating survey provides a means readily available to most researchers and organisations for developing appropriate effectiveness criteria. Further studies should be undertaken to refine the research model used in this study as a more general means of investigating organisational effectiveness in the leisure industry and other not-for-profit organisations. Some examples of organisations appropriate for this research include the Scout Association, Girl Guides Association and the Young Women's Christian Association. Government organisations that provide both recreation and non-recreation type services would also be appropriate for investigation. Such studies should consider including a broad range of constituent groups from within the organisation to ensure both strategic and operational perspectives are captured in the criteria developed.

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APPENDIX A

TO: CLUB MANAGEMENT COMMITTEE

RE: Research into *How Effective are PCYC Clubs in Providing Their Service.*

This is a chance for staff, committees, and volunteers to have a say into the future directions of PCYC's in Western Australia. Currently I am undertaking research into how effective the Clubs are in providing their service.

Having spent four years as an Assistant Branch Manager I fully appreciate how important the opinions of the staff and volunteers at each club are. The study I have proposed to the Council of Management will tap your expertise to provide useful information for the management of the Federation. I am asking for the assistance of your club in conducting this study. The following outline will clarify what I aim to do and the assistance I seek.

The survey will involve surveying all Police service staff and a random selection of committee members and coaches from the clubs (participation is entirely voluntary). All responses will be held in the strictest confidence with the results only being released as group data. No identifying information will be shown, or available, to anyone except myself. To assist me in getting the survey underway I will need a list of names and contact phone numbers (as at 1st April) for:

- Club committee members,
The senior coach in each activity run by the club (not hall hire activities), and
All coaches who have been an active member of the club in the last five years (i.e. club members who have progressed into coaching for the club).

From the lists, thirty nine persons will be selected as potential participants in the study. The survey process will involve sending four questionnaires to each person selected and will take place from April through to October this year. It must be clear that participation is voluntary. I will contact each club for the names in the first and second week of April so if you could have it ready and handy it would be a great help.

Once the persons from each group have been selected I will contact them and explain their involvement. At any time participants will be free to withdraw from the survey. If your club committee, staff or volunteers have any concerns please get them to contact me personally. The results from the survey will be analysed and written into a report that will be available in the later half of 1995.

Bruce Heathcote

APPENDIX B

Initial Telephone Contact with Potential Delphi Panel Members (To be conducted prior to Survey 1 being sent)

The following is the general format and information that will be conveyed in the initial phone contact. It may vary in the level of formality due to the level of knowledge that the respondent may have of the research or if they know of me personally. The level of information provided will be the same.

Good Morning/Afternoon/Evening, my name is Bruce Heathcote, could I speak to XXNAMEXX please.

XXNAMEXX I am a student at Edith Cowan University doing research for my Masters Degree in Social Science (Human Services). Your PCYC club has informed me that you are a coach/committee member at your club.

The topic of my research is the effectiveness of Police and Citizens Youth Clubs in providing their service to youth.

As a committee member/coach I am asking for your assistance in conducting this research. This will provide you with the opportunity to have some input into the future direction of Police and Citizens in Western Australia.

All information will be confidential with a complete set of instructions supplied if you are interested in being involved. Your participation is entirely voluntary.

Are you interested in participating?

If Yes

Thankyou, are you over 18 (if yes continue, if no then see below). I will send a set of instructions to you in the mail. These will outline what is required. Could you please give me your mailing address. Ring me if you have any questions or concerns, my phone number is (hm).

If under 18 years mention that participation will require the agreement of themselves and their parent/guardian. An extra agreement form will be sent in the post with instructions for both the participant and a parent/guardian to complete.

If No

Thank you for your time, goodbye.

APPENDIX C

Bruce Heathcote

Dear

Thank you for helping with my research on Police and Citizens Youth Clubs. The research aims to investigate how effective are Police and Citizens in providing their service to youth. This is an opportunity for you to have input into the future management and direction of PCYC's. Your assistance will be most valuable in assisting the organisation to improve its service to youth in our state.

GENERAL INSTRUCTIONS (Please keep handy)

Your Commitment

The commitment I ask of you is approximately one hour, for four surveys over the next six months. You will receive four rounds of questionnaires in this time (including this one). Specific instructions will be provided with each survey sent.

Aim of the Research

The aim of the research is to find out what criteria makes Police & Citizens effective, or ineffective, in providing its service to youth.

The Process

The process you will be involved in is called a *Delphi* study. This technique draws on the expert knowledge of people like yourself who are involved at the 'front line', providing recreation services to youth. There will be four rounds of questions sent to you. Each round of questionnaires is the result of categorising and grouping individual answers from the previous round. For example, in round three you will be asked to rank effectiveness criteria that you have identified in rounds one and two. There will be approximately sixty persons participating in the research.

Voluntary Participation

Your participation is entirely voluntary. You may withdraw at any time.

Confidentiality

I am the only person who has access to information you provide: it will be completely confidential. Any written information that can identify your responses will be kept in my personal safe, or encrypted on my personal computer. Any information presented to Police & Citizens (or anyone else) will be in the form of grouped information and will not contain information that can identify your individual responses. The Director of Police and Citizens, Superintendent R. Milner, has agreed that all identifiable information will be kept confidential (see attached).

The attached contract is to protect your right to confidentiality. Please sign it and send one copy to me when you are satisfied with all confidentiality arrangements.

IF YOU ARE UNDER 18 YEARS OLD PLEASE HAVE YOUR PARENT/GUARDIAN SIGN WHERE INDICATED.

Timeliness of Returns

Each questionnaire sent to you depends entirely on the information provided in the preceding questionnaire. Your prompt response will greatly assist the procedure. Due dates will be provided with each questionnaire. Please notify me if the time limits are too short or too long.

It is Your Knowledge I Need

You do not have to tell anyone you are doing this survey; it is entirely your business. The survey will work better if the input you provide is based on your knowledge and experience (not someone else's).

Am I Understanding What Your Saying

Please keep a copy of your previous responses as a means of ensuring my interpretation of what you write is correct and what you actually meant.

Thank you again and please call me if you have any concerns.

Yours sincerely

Bruce Heathcote

SURVEY 1- INSTRUCTIONS

ROUND 1 consists of a questionnaire with four questions. Please answer each question with as many responses as you think necessary. If a response to question two is the opposite of a response in question one then still write it in: the same applies for questions 3 &4. Giving time and consideration to your responses for round 1 will improve the quality of the information gained at the end of the research.

For ROUND 1 it is important that you consider all aspects of effectiveness that may be relevant. Effectiveness can be generally defined as the outcomes of a service. It may involve the processes that make an organisation provide a better service or how well the organisation meets its objectives. Effectiveness should not be confused with efficiency which compares the outputs (profit, number of members etc.) with the inputs (staff wages, insurance costs, equipment costs etc).

To assist in compiling the results place each new response on a new line. If you need more space, photocopy the answer sheet.

**PLEASE RETURN THE COMPLETED SURVEY TO ME BY
FRIDAY 15 JULY**

AGREEMENT OF CONFIDENTIALITY

I _____ (Name) have read the information and instructions provided to me and any questions I have asked have been answered to my satisfaction. I agree to participate in this research, realising I may withdraw at any time.

I agree that the research data gathered for this study may be published provided I am not identifiable.

Participant's signature Date

Parent/Guardian signature (if under 18 years old)

Researcher Date

APPENDIX D



The FEDERATION OF WESTERN AUSTRALIAN POLICE & CITIZENS' YOUTH CLUBS (inc.)



PATRON
His Excellency the Governor
Major General P.M. Jeffery AO MC

PRESIDENT
Commissioner of Police
Mr B. Bull A.P.M.

DIRECTOR
Superintendent R. Milner

8 BURTON STREET, CANNINGTON
PHONE: 356 0513
FAX: 356 0515

POSTAL ADDRESS
BOX 6166, EAST PERTH W.A. 6892

Your ref :

Our ref : 056dapr4

Bruce Heathcote

Re: Research into the Effectiveness of PCYCs - Confidentiality of Individual Responses

The WA Federation of Police and Citizens' Youth Clubs (Inc) agree that identifying information about individuals or their responses will not be sought from Mr Bruce Heathcote in regards to his research:

"Identifying Effectiveness Criteria Appropriate to Police and Citizens' Youth Clubs in Western Australia".

The Federation understands this agreement is necessary to protect the confidentiality of all individuals participating in the above research.

R T MILNER
SUPERINTENDENT
DIRECTOR

April 21, 1994 :jg

APPENDIX E

Bruce Heathcote

Dear

Thank you for participating in the first round of this study. I received a wide range of responses that have been interpreted and grouped them into common categories of effectiveness or ineffectiveness. These categories are designed to reflect underlying issues rather than specific points.

For the second round of the study I need you to check the categorisation I have given your answers and either agree, or disagree, with my interpretation. If you disagree could you please explain how you want your response to be interpreted in the space provided.

Please check and return the survey by Friday 30th September (the day before the long weekend). If you forget, ring and tell me your responses over the phone.

My work number will change after the 7th October as I am moving to a new location at work. I will notify you of my new work number in the third round of the survey. If you need to contact me in the period between please ring my home number or, if that is not possible, whoever gets my current work number should know my new number.

Please contact me if you have any problems and concerns.

Bruce Heathcote

INSTRUCTIONS FOR ROUND 2**EFFECTIVENESS AND INEFFECTIVENESS CRITERIA DESCRIBED**

Please find enclosed:

1. A list of your answers from Round one.
2. A set of descriptions for Effectiveness and Ineffectiveness developed from your answers (descriptions are **NOT** presented in any order).

Instructions:

On the sheets with the effectiveness and ineffectiveness criteria described:

1. Indicate whether you agree or disagree with the criteria highlighted (with a highlighter pen) as being representative of your answers from round one (enclosed).
2. If you disagree, check the other criteria listed to see if any of them better represent your answers.
3. If so, place a yes in that box.
4. If you feel that none of the listed criteria reflect your answers please comment or explain in the space at the end of the table.

IMPORTANT NOTE:

The aim of this round is to ensure that ALL of the answers you have provided in Round 1 are reflected within ALL the effectiveness/ineffectiveness categories I have described.

Please refer to these instructions if you are uncertain

EFFECTIVENESS CRITERIA DESCRIBED

No.	Description	Agree? (Yes/No)
1	A modern high standard facility with a level of ownership/control by the club that supports and promotes activities for the maximum benefit of users.	
2	Sufficient resources to provide the optimum level of service including money, equipment and people (both voluntary and paid).	
3	A planned and innovative activity program for clearly defined groups, based on their needs and preferences, that takes advantage of all local and PCYC resources.	
4	Experienced and professionally trained managers/Assist. Managers who understand, and are dedicated to the needs of youth and provide a supportive environment for the development of club users using a non-antagonistic leadership style.	
5	A dedicated committee, working as a team, who cares about the service provided and puts the needs of youth/children first.	
6	Qualified coaches/instructors with excellent communication and interpersonal skills that understand, and care for, the needs of youth/children with a high level of professionalism.	
7	A warm and positive atmosphere that supports and inspires youth involvement and development.	
8	A club environment that promotes parent involvement.	
9	A youth committee that is active and always consulted in the club decision making.	

EFFECTIVENESS CRITERIA DESCRIBED

No.	Description	Agree? (Yes/No)
10	Ongoing consultation with youth regarding the programming of activities based on their needs.	
11	A high profile as a credible and relevant organisation developed through targeted promotion and public relations with the local youth and community.	
12	A staffing system that provides stability, career development, sufficient manning for each club with a clear line of responsibility.	
13	The delegation of more responsibility and self determination to club management from Head Office.	
14	A pricing structure that allows youth and children from all socio-economic backgrounds to participate in activities.	
15	Clubs that are open when youths want to use them and are located close to users and public transport with parking available.	
16	Support of the PCYC's by all sections of the Police Service and involvement in clubs by local Police Officers.	
17	A team approach for management that encourages communication between all levels, a unified approach to service provision and clear decision making processes in the long term.	
18	Being a credible Non-commercial organisation.	
19	A youth leadership and coaching development program based on delegating responsibility and rewarding success.	

INEFFECTIVENESS CRITERIA DESCRIBED

No.	Description	Agree? (Yes/No)
1	Old, run down and inadequate facilities with few amenities that do not support or promote club activities.	
2	Clubs that don't have sufficient resources to provide the optimum level of service to users including money, equipment and people (both paid and voluntary).	
3	Programming activities that don't fit in with an overall service plan for clearly defined user groups, based on user needs and preferences, and who don't take advantage of all local and PCYC resources.	
4	Authoritarian managers and Assistant Managers with little training, skills or interest and who don't support and promote the needs of youth and child users.	
5	Persons on a club committee that lack enthusiasm, dedication and a professional approach to meeting the aims of the PCYC's but rather use their positions to advance their own interests and views.	
6	A lack of suitably trained, qualified and dedicated coaches/instructors for a variety of activities.	
7	An atmosphere that is not friendly and interesting and suppresses youth involvement and development because of apathy, disinterest or too strong a success orientation by management and coaches.	
8	Disinterest in the club by parents apart from the minimal involvement required for their children to attend.	
9	No junior committee, or limited use of junior committees.	

INEFFECTIVENESS CRITERIA DESCRIBED

No.	Description	Agree? (Yes/No)
10	Management failing to consult with youth to determine the needs of youth.	
11	A lack of prominence and understanding of the role of PCYC's within local communities.	
12	Lack of a staffing system that provides stability, career development and sufficient manning for each club with a clear line of responsibility.	
13	Lack of delegated responsibility and self determination to club management from Head Office.	
14	A pricing structure that restricts participation by users form low socio-economic backgrounds.	
15	Clubs that aren't open when users want, or need, to use them or are sited at an inaccessible location.	
16	A negative image of clubs, based on perceptions of police involvement and low socio-economic users, that may deter segments of the youth population from participating.	
17	Restrictions placed on the age that youth/children can participate in certain activities.	
18	Too much administration and complying with bureaucratic needs that detracts from the time available for working with youth.	
19	Poor communication processes between all levels.	
20	Lack of direction and vision combined with poor organisation and planning.	

APPENDIX F

Bruce Heathcote

EFFECTIVENESS RESEARCH ON POLICE AND CITIZENS YOUTH CLUBS

Thank you for your responses to Round 2 of the study. Round 2 sought to confirm the answers you provided in Round 1 in terms of the issues they represented.

These issues did not seek to describe the exact points you raised but rather the issues they represented. For example, there was a very extensive listing of desirable attributes for staff and coaches that were categorised by using general terms such as dedicated and professional.

There were some queries regarding what was required in Round 2. Some participants weren't sure how they should answer the questions. In particular, people tended to view effectiveness or ineffectiveness in terms of the situation at their club, rather than what are desirable or ideal criteria. I apologise if there was some confusion.

The comments made during round two were incorporated into the effectiveness/ineffectiveness criteria, and form the basis of Round 3 of the research. One criteria, "Restrictions placed on age that youth/children can participate in certain activities", has been dropped from the list of ineffectiveness criteria for this round as I considered it to fit under the criteria, "Clubs do not program activities to fit in with an overall service plan for clearly defined user groups, based on user needs and preferences, and that don't take advantage of all local and PCYC resources".

Please find attached, a list of revised Effectiveness criteria described and a list of Ineffectiveness criteria (The criteria lists are not in any order).

The aim of this round is to RATE the criteria as to their importance in making PCYC's effective or ineffective.

Please note

Do not confine your responses to only what applies to your club. Think of the criteria that would describe the ideal for an effective PCYC club or what is most important in making PCYC clubs ineffective.

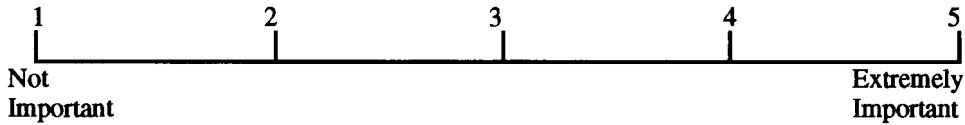
PLEASE RETURN SURVEY BY FRIDAY 11 NOVEMBER

Call me if you have any questions

EFFECTIVENESS

What makes the PCCYC's service to youth **EFFECTIVE**

Please rate the following statements according to how important you think the issues are in making the PCYC's service to youth **EFFECTIVE**. Place a number in the adjacent box based on the following scale (*The scale is also shown at the bottom of the page*).



- If you think the issue is not very important then place a 1 or 2 in the box underneath the statement.
- If you think the issue is very important then place a 4 or 5 in the box underneath the statement.
- If you are not certain or believe the issue is halfway between then place a 3 in the box underneath the statement.

Points to note

- The Numbers beside the "Agree", "Disagree" etc. describe the responses from the second round. The "Unknown" category describes when there is no response for this criteria.
- Please rate the attributes by what you think would make "the ideal PCYC" rather than just what applies to your own club.

FACILITIES

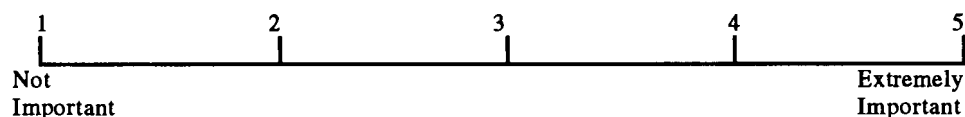
The club has a modern high standard facility with easy access for users and a level of ownership, or control, that supports and promotes activities for the maximum benefit of users.

Agree	18		
Disagree	1	- Importance -	
Undecided	0		
Unknown	9		

RESOURCES

There are sufficient resources to provide the optimum level of service including money, equipment and people (both voluntary and paid) at the clubs.

Agree	19		
Disagree	1	- Importance -	
Undecided	0		
Unknown	8		



ACTIVITIES

Clubs have a planned and innovative activity program for clearly defined groups based on their needs and preferences and take advantage of all local and PCYC resources.

Agree 25
 Disagree 0
 Undecided 0
 Unknown 3

- Importance -

MANAGERS

Experienced and professionally trained Managers/Assist. Managers who understand, and are dedicated to the needs of youth and children, provide a supportive environment for the development of club users using a non-antagonistic leadership style.

Agree 25
 Disagree 0
 Undecided 0
 Unknown 3

- Importance -

COMMITTEE MEMBERS

Clubs have a dedicated committee, working as a team, who care about the service provided and put the needs of club users first.

Agree 19
 Disagree 0
 Undecided 0
 Unknown 9

- Importance -

COACHES

Clubs have suitably trained coaches and instructors (and if appropriate, qualified), with excellent communication and interpersonal skills, that understand, and care for, the needs of youth/children with a high level of professionalism.

Agree 22
 Disagree 2
 Undecided 0
 Unknown 4

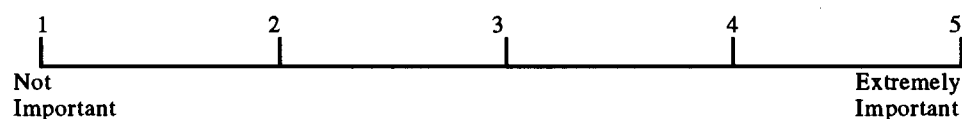
- Importance -

ENVIRONMENT

There is a warm and positive atmosphere that supports and inspires involvement and development of young users.

Agree 20
 Disagree 0
 Undecided 0
 Unknown 8

- Importance -



PARENTS

A club environment that promotes parent involvement.

Agree	17		- Importance -	
Disagree	1			
Undecided	0			
Unknown	10			

YOUTH COMMITTEE

There is an active club youth committee that is regularly consulted in the club decision making.

Agree	17		- Importance -	
Disagree	2			
Undecided	2			
Unknown	7			

PROMOTION

Clubs have a high profile as a credible and relevant organisation with the local youth and community, developed through targeted promotion and public relations.

Agree	20		- Importance -	
Disagree	1			
Undecided	0			
Unknown	7			

YOUTH CONSULTATION

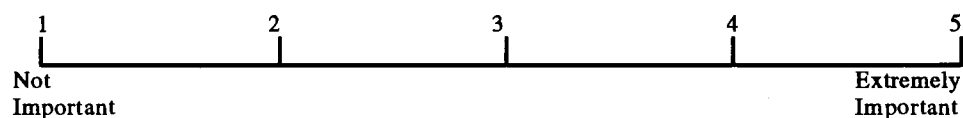
Clubs have ongoing consultation with youth and other members regarding the programming of activities based on their needs.

Agree	23		- Importance -	
Disagree	1			
Undecided	0			
Unknown	4			

STAFF MANAGEMENT

The system for managing staff provides stability, career development, sufficient manning for each club and describes a clear line of responsibility for Managers and Assistant Managers.

Agree	14		- Importance -	
Disagree	2			
Undecided	0			
Unknown	12			



RESPONSIBILITY

There is a suitable level of responsibility and self determination provided to club management from Head Office.

Agree	15
Disagree	2
Undecided	0
Unknown	11

- Importance -

COST

The cost of activities promotes use by youth and children from all socio-economic backgrounds.

Agree	18
Disagree	0
Undecided	0
Unknown	10

- Importance -

ACCESS

Clubs have opening times that meet the needs of both staff and users.

Agree	16
Disagree	2
Undecided	1
Unknown	9

- Importance -

POLICE SUPPORT

All sections of the Police Service support the PCYC's with local Police Officers being involved in club activities.

Agree	18
Disagree	1
Undecided	0
Unknown	9

- Importance -

TEAM

Management has a team approach to provide effective communication between all levels, a unified approach to service provision and clear decision making processes in the long term.

Agree	21
Disagree	0
Undecided	0
Unknown	7

- Importance -

1	2	3	4	5
Not Important				Extremely Important

ORGANISATION TYPE

The Police and Citizens Youth Clubs have an image in the community as a credible non-commercial organisation.

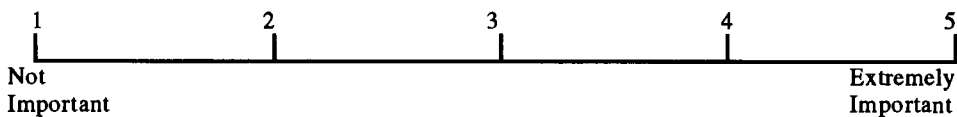
Agree	15		- Importance -	
Disagree	1			
Undecided	0			
Unknown	12			

YOUTH DEVELOPMENT

Youth development is supported by a viable youth leadership and coaching program based on delegating responsibility and rewarding success.

Agree	15		- Importance -	
Disagree	3			
Undecided	0			
Unknown	10			

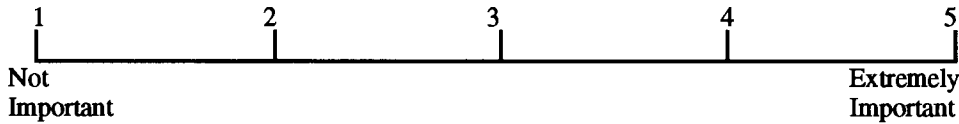
PLEASE RETURN SURVEY BY FRIDAY 11 NOVEMBER



INEFFECTIVENESS

What makes the PCCYC's service to youth **INEFFECTIVE**

Please rate the following statements according to how important you think the issues are in making the PCYC's service to youth **INEFFECTIVE**. Place a number in the adjacent box based on the following scale (*The scale is also shown at the bottom of the page*).



- If you think the issue is not very important then place a 1 or 2 in the box underneath the statement.
- If you think the issue is very important then place a 4 or 5 in the box underneath the statement.
- If you are not certain or believe the issue is halfway between then place a 3 in the box underneath the statement.

Points to note

- The Numbers beside the “Agree”, “Disagree” etc. describe the responses from the second round. The “Unknown” category describes when there is no response for this criteria.
- Please rate the attributes by what you think would make “**the worst PCYC**” rather than just what applies to your own club.

FACILITIES

Clubs with inadequate facilities and amenities, or limited access.

Agree	18		
Disagree	2	- Importance -	
Undecided	0		
Unknown	8		

RESOURCES

Clubs are unable provide the optimum level of service to users because of insufficient resources; including money, equipment and people (both paid and volunteers).

Agree	21		
Disagree	0	- Importance -	
Undecided	1		
Unknown	6		



ACTIVITIES

Clubs do not program activities to fit in with an overall service plan for clearly defined user groups, based on user needs and preferences, and don't take advantage of all local and PCYC resources.

Agree	21	- Importance -	<input style="width: 100px; height: 60px;" type="text"/>
Disagree	1		
Undecided	0		
Unknown	6		

MANAGERS

Authoritarian Club Managers and Assistant Managers, who have little training or skills and an unprofessional attitude and interest, don't support and promote the needs of youth and club users.

Agree	21	- Importance -	<input style="width: 100px; height: 60px;" type="text"/>
Disagree	1		
Undecided	0		
Unknown	6		

COMMITTEE MEMBERS

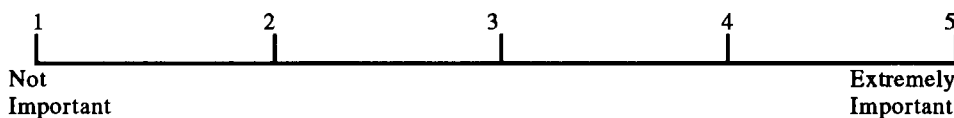
Club committee members who lack enthusiasm, dedication and a professional approach to meeting the aims of Police and Citizens Youth Clubs and would rather use their positions to advance their own interests and views.

Agree	14	- Importance -	<input style="width: 100px; height: 60px;" type="text"/>
Disagree	2		
Undecided	0		
Unknown	11		

COACHES

There is not enough coaches or instructors who are suitably trained and dedicated (and if appropriate, qualified) for a wide variety of activities.

Agree	16	- Importance -	<input style="width: 100px; height: 60px;" type="text"/>
Disagree	2		
Undecided	1		
Unknown	9		



ENVIRONMENT

Clubs have an atmosphere that is hostile or boring and suppresses youth involvement and development because of apathy, disinterest or too strong a success orientation by management and coaches.

Agree	15		- Importance -	
Disagree	3			
Undecided	1			
Unknown	10			

PARENTS

Clubs are not supported by interested parents apart from the minimal involvement required for their children to attend.

Agree	16		- Importance -	
Disagree	1			
Undecided	1			
Unknown	10			

YOUTH COMMITTEE

Clubs do not have a functional junior committee or only make limited use of junior committees.

Agree	18		- Importance -	
Disagree	2			
Undecided	0			
Unknown	8			

YOUTH CONSULTATION

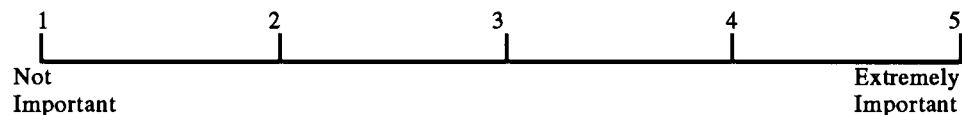
The Club management do not consult with youth and club users to determine their needs and preferences.

Agree	17		- Importance -	
Disagree	2			
Undecided	1			
Unknown	8			

PROMOTION

Local communities do not understand the role of PCYC's due to their low community profile.

Agree	16		- Importance -	
Disagree	2			
Undecided	0			
Unknown	10			



APPENDIX G

Bruce Heathcote

EFFECTIVENESS RESEARCH ON POLICE AND CITIZENS YOUTH CLUBS

Thank you for your Round 3 responses. The aim of this round is to confirm how you rated the effectiveness and ineffectiveness criteria. I have provided the **average** rating for each criteria **from all the participants** to give you some feedback how the other participating members rate the criteria. Whether you wish to change your response based on this feedback is up to you.

This Round is the final part of this stage of the research. As you can tell by the return date (9 Dec) I need the responses returned as soon as possible to complete the round before the Christmas break.

If you do leave it to the last moment, you can fax your responses to me at work (Police HQ). If you do this **DO NOT PUT YOUR NAME ON THE FAX** but use the letter and number code that is placed to the left of "SENDER" on the back of the return envelope. If you have lost the envelope then call me and I will tell you the code to use. This is to protect your confidentiality by separating your name from the responses you send. The fax address to use is

Bruce Heathcote

1

If you have misplaced or lost the survey then call me and I will send you another.

NOTES FOR ROUND 4

1. Please read the instructions provided with the lists of criteria and **call me** if you have any queries.
2. The aim of this round is to **Confirm Your Rating** of the criteria as to their importance in Making PCYC's effective or ineffective.
3. Do not confine your responses to only what applies to your club. Think of the criteria that would describe the **ideal** for an effective PCYC club or what is **most important** in making PCYC clubs ineffective.

PLEASE RETURN SURVEY BY FRIDAY 9 DECEMBER

Call me if you have any questions

EFFECTIVENESS

PLEASE RETURN SURVEY BY FRIDAY 9 DECEMBER

What makes the PCCYC's service to youth **EFFECTIVE**

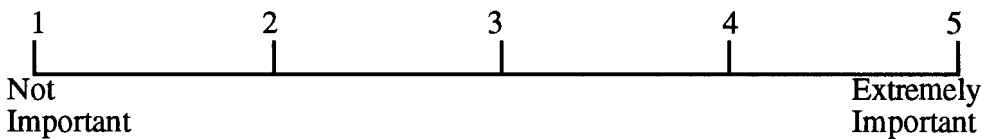
Under the **Effectiveness** statements, the following information is provided:

- The score **you** gave for the statement.
- The **average** score for each question derived from the rates given by all people participating in Round 3.

This lets you compare how **your** score compares to the **average** score for each statement.

Please check that the score you gave for each statement shows the level of importance you think it deserves. The empty box allows you to change your score for that statement **if you want to**.

IF YOU DO NOT PLACE A NUMBER IN THE "New Score" BOX THEN I WILL ASSUME YOU DO NOT WANT TO CHANGE IT.



(The scale is also shown at the bottom of the page)

- If you think the statement reflects an issue that is not very important then place a 1 or 2 in the box underneath the statement.
- If you think the statement reflects an issue that is very important then place a 4 or 5 in the box underneath the statement.
- If you are uncertain, or believe the importance of the issue is halfway between, then place a 3 in the box underneath the statement.
- Use only FULL NUMBERS for any New Scores.

FACILITIES

The club has a modern high standard facility with easy access for users and a level of ownership, or control, that supports and promotes activities for the maximum benefit of users.

Your Score

Group Average

New Score

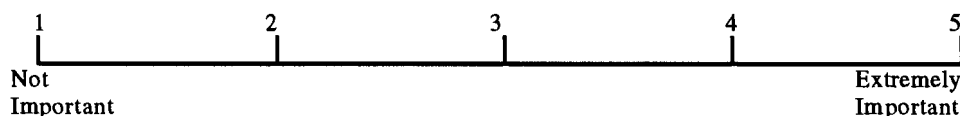
RESOURCES

There are sufficient resources to provide the optimum level of service including money, equipment and people (both voluntary and paid) at the clubs.

Your Score

Group Average

New Score



COST

The cost of activities promotes use by youth and children from all socio-economic backgrounds.

Your Score

Group Average

4.57

New Score

ACCESS

Clubs have opening times that meet the needs of both staff and users.

Your Score

Group Average

4.39

New Score

POLICE SUPPORT

All sections of the Police Service support the PCYC's with local Police Officers being involved in club activities.

Your Score

Group Average

4.21

New Score

TEAM

Management has a team approach to provide effective communication between all levels, a unified approach to service provision and clear decision making processes in the long term.

Your Score

Group Average

4.46

New Score

ORGANISATION TYPE

The Police and Citizens Youth Clubs have an image in the community as a credible non-commercial organisation.

Your Score

Group Average

4.50

New Score

YOUTH DEVELOPMENT

Youth development is supported by a viable youth leadership and coaching program based on delegating responsibility and rewarding success.

Your Score

Group Average

4.32

New Score



INEFFECTIVENESS

PLEASE RETURN SURVEY BY FRIDAY 9 DECEMBER

What makes the PCCYC's service to youth **INEFFECTIVE**

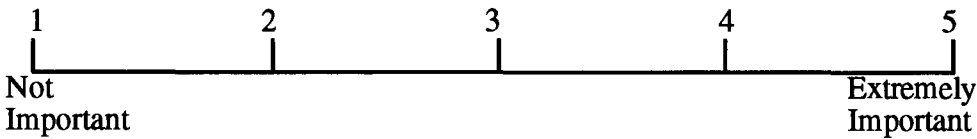
Under the **Ineffectiveness** statements, the following information is provided:

- The score **you** gave for the statement.
- The **average** score for each question derived from the rates given by all people participating in Round 3.

This lets you compare how **your** score compares to the **average** score for each statement.

Please check that the score you gave for each statement shows the level of importance you think it deserves. The empty box allows you to change your score for that statement **if you want to**.

IF YOU DO NOT PLACE A NUMBER IN THE "New Score" BOX THEN I WILL ASSUME YOU DO NOT WANT TO CHANGE IT.



(The scale is also shown at the bottom of the page)

- **If you think the statement reflects an issue that is not very important then place a 1 or 2 in the box underneath the statement.**
- **If you think the statement reflects an issue that is very important then place a 4 or 5 in the box underneath the statement.**
- **If you are uncertain, or believe the importance of the issue is halfway between, then place a 3 in the box underneath the statement.**
- **Use only FULL NUMBERS for any New Scores.**

FACILITIES

Clubs with inadequate facilities and amenities, or limited access.

Your Score

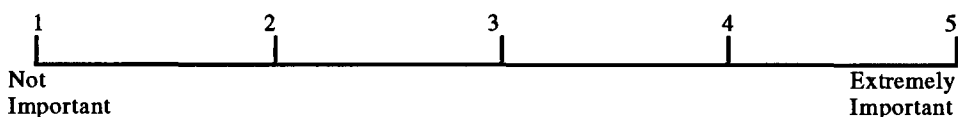
Group Average New Score

RESOURCES

Clubs are unable provide the optimum level of service to users because of insufficient resources; including money, equipment and people (both paid and volunteers).

Your Score

Group Average New Score



APPENDIX H

Criteria Description at the End of Round Four

Effectiveness Criteria

Managers

Experienced and professionally trained Managers/Assist. Managers who understand, and are dedicated to the needs of youth and children, provide a supportive environment for the development of club users using a non-antagonistic leadership style.

Coaches

Clubs have suitably trained coaches and instructors (and if appropriate, qualified), with excellent communication and interpersonal skills, that understand, and care for, the needs of youth/children with a high level of professionalism.

Environment

There is a warm and positive atmosphere that supports and inspires involvement and development of young users.

Club Image

The Police and Citizens Youth Clubs have an image in the community as a credible non-commercial organisation. (referred to as 'Organisation Type' in the questionnaire)

Resources

There are sufficient resources to provide the optimum level of service including money, equipment and people (both voluntary and paid) at the clubs.

Committee Members

Clubs have a dedicated committee, working as a team, who care about the service provided and put the needs of club users first.

Cost

The cost of activities promotes use by youth and children from all socio-economic backgrounds.

Team

Management has a team approach to provide effective communication between all levels, a unified approach to service provision and clear decision making processes in the long term.

Youth Consultation

Clubs have ongoing consultation with young members to ensure the programming of activities based on their needs.

Staff Management

The system for managing staff provides stability, career development, sufficient manning for each club and describes a clear line of responsibility for Managers and Assistant Managers.

Activities

Clubs have a planned and innovative activity program for clearly defined groups based on their needs and preferences and take advantage of all local and PCYC resources.

Access

Clubs have opening times that meet the needs of both staff and users.

Responsibility

There is a suitable level of responsibility and self determination provided to club management from Head Office.

Promotion

Clubs have a high profile as a credible and relevant organisation with the local youth and community, developed through targeted promotion and public relations.

Youth Development

Youth development is supported by a viable youth leadership and coaching program based on delegating responsibility and rewarding success.

Facilities

The club has a modern high standard facility with easy access for users and a level of ownership, or control, that supports and promotes activities for the maximum benefit of users.

Police Support

All sections of the Police Service support the PCYC's with local Police Officers being involved in club activities.

Parents

A club environment that promotes parent involvement.

Youth Committee

There is an active club youth committee that is regularly consulted in the club decision making.

Ineffectiveness Criteria

Managers

Authoritarian Club Managers and Assistant Managers, who have little training or skills and an unprofessional attitude and interest, don't support and promote the needs of youth and club users.

Resources

Clubs are unable provide the optimum level of service to users because of insufficient resources; including money, equipment and people (both paid and volunteers).

Promotion

Local communities do not understand the role of PCYC's due to their low community profile.

Activities

Clubs do not program activities to fit in with an overall service plan for clearly defined user groups, based on user needs and preferences, and don't take advantage of all local and PCYC resources.

Staff Management

The system for managing staff fails to provide stability, career development, sufficient manning for each club and does not describe a clear line of responsibility for Managers and Assistant Managers.

Facilities

Clubs with inadequate facilities and amenities, or limited access.

Committee Members

Club committee members who lack enthusiasm, dedication and a professional approach to meeting the aims of Police and Citizens Youth Clubs and would rather use their positions to advance their own interests and views.

Coaches

There is not enough coaches or instructors who are suitably trained and dedicated (and if appropriate, qualified) for a wide variety of activities.

Environment

Clubs have an atmosphere that is hostile or boring and suppresses youth involvement and development because of apathy, disinterest or too strong a success orientation by management and coaches.

Bureaucracy

The management structure places too much emphasis on administration and complying with bureaucratic needs rather than having an orientation towards quality service provision.

Youth Consultation

The Club management do not consult with youth and club users to determine their needs and preferences.

Communications

There are poor communication processes between all levels of management and users.

Planning

There is a lack of consultation with the service providers in the organisation that has resulted in; a lack of direction and vision; and poor organisation and planning.

Responsibility

The Head Office does not provide a suitable level of responsibility and self determination to club management.

Parents

Clubs are not supported by interested parents apart from the minimal involvement required for their children to attend.

Cost

The cost of activities restricts participation by users from low socio-economic backgrounds.

Access

Clubs have opening times that do not meet the needs of both staff and users.

Image

The community has a negative image of the club that may deter segments of the youth population from participating because of perceptions of involvement by police or youth from a low socio-economic background.

Youth Committee

Clubs do not have a functional junior committee or only make limited use of junior committees.

APPENDIX I

Bruce Heathcote _____

**AN INVESTIGATION OF THE FACTORS THAT ARE IMPORTANT TO THE
EFFECTIVENESS OF POICE AND CITIZENS YOUTH CLUBS**

Dear PCYC Employee/Volunteer

I am undertaking a survey of coaches, committee members, volunteer helpers and staff to determine what makes PCYCs effective in their service to the young people of Western Australia.

This study is being undertaken as part of my Masters Degree in Social Science (Human Services) at Edith Cowan University and has the support of the PCYC Council of Management. The results and information gained from the study will assist management to improve the service provided to PCYCs throughout Western Australia.

During the latter half of 1994 I worked with a number of representatives from the clubs to develop sets of effectiveness criteria. These criteria are presented as statements in the questionnaire attached. I am seeking your reaction to these issues, and how important or influential you believe these issues are in making your club effective.

This is an opportunity for you to contribute to the future management and direction of PCYCs. Your help will be most valuable in assisting the organisation to improve its service to youth in our state.

If you have any questions or concerns please contact me at work or at home on the numbers at the top of this page. I look forward to your participation in this study.

Please note: I will be moving to the Ministry of Justice after the 19th May, my work contacts are only available until then,

Yours sincerely

Bruce Heathcote
May 1, 1995

Identifying Effectiveness Criteria Appropriate to Police and Citizens Youth Clubs in Western Australia

A study to identify the factors that make Police and Citizens Clubs effective, or ineffective, in their service to the youth of Western Australia based on information provided by Club staff and volunteers.

The study is **VOLUNTARY** and **ANONYMOUS**, please **do not identify** yourself in any way.

The individual responses will be compiled into summary information. This summary information is what will be reported on, not individual responses.

IMPORTANT

1. Please send the following sections of the questionnaire to me in the self addressed envelope provided. You do not need to send the covering letter and instructions.
2. If you lose the self addressed envelope call me for a new envelope on (09) 294 3781 (home) or (09) 222 1971 (work, until 19 May).
3. I am seeking information based on your knowledge and experience (not someone else's).

Please return your responses to me within two weeks of receiving the survey, or by June 23 at the latest.

THANK YOU FOR YOUR TIME AND HELP IN COMPLETING THIS SURVEY

PROFILE INFORMATION

This information will only be presented as summary information. Your individual responses will not be identified.

Are you currently at a metropolitan or country club *(Please tick)*?

Metropolitan

Country

Are you a *(Please tick more than one if applicable)*:

Club Manager

Assistant Club
Manager

Committee
Member

Coach

Other Helper/
Volunteer

Are you now, or have you been an active club **member** in the past five (5) years *(Please tick)*

Yes

No

How many years have you been involved with PCYCs in a supporting role ?
(not as a member; include other PCYC clubs)

Years

What is your gender?

Male

Female

What is your age group *(Please tick)* ?

Under 18yrs.

18 - 25yrs.

Over 25 yrs.

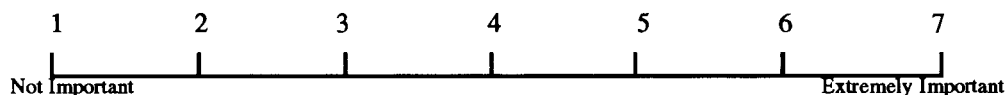
This section investigates the factors that make PCYC clubs EFFECTIVE in providing their services to young people.

SECTION 1 - EFFECTIVENESS

**How important are the following issues on making your club
EFFECTIVE?...**

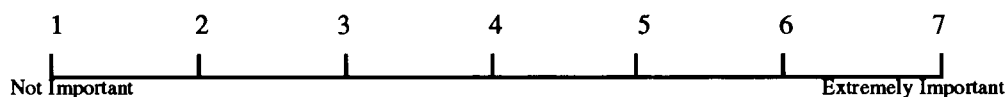
FACILITIES

... the facility is owned and controlled by the club, and is of a high standard.



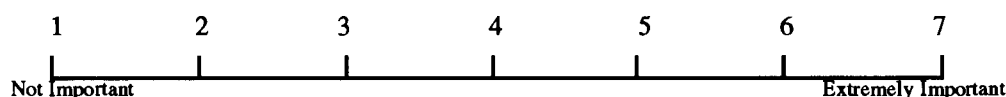
RESOURCES

...it has access to enough resources (including money, equipment and volunteers and staff) to operate properly.



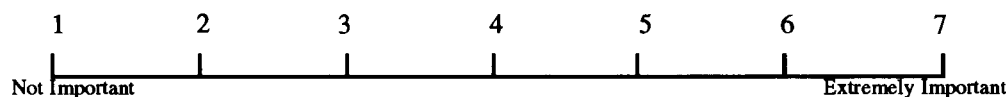
ACTIVITIES

...there is a diverse range of activities designed to meet the variety of needs that young people have.



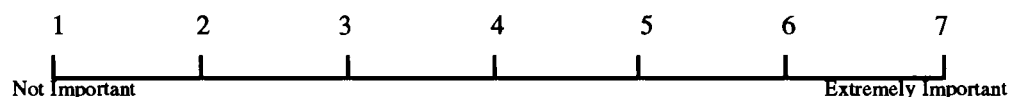
MANAGERS

...there are enough staff (Police Officers and public servants) who are professionally trained, competent and experienced in all areas of club management.



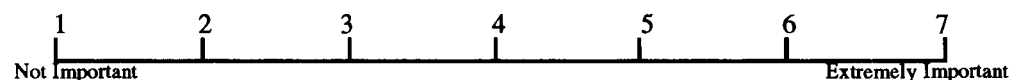
COMMITTEE MEMBERS

...there is a dedicated committee, working as a team, which cares about the service provided to young people and putting their needs first.



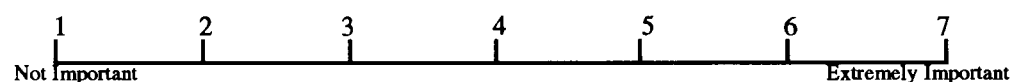
COACHES

...all coaches and instructors are professional and competent (and where appropriate, qualified) at teaching/supervising their respective activities.



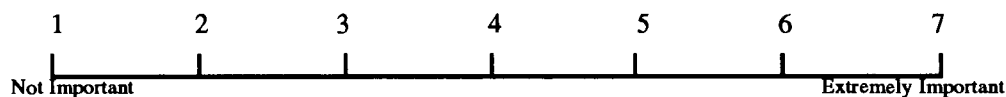
ENVIRONMENT

...there is a friendly atmosphere that supports and encourages the involvement and development of young club users.

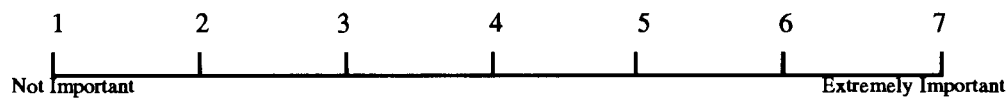


PARENT PARTICIPATION

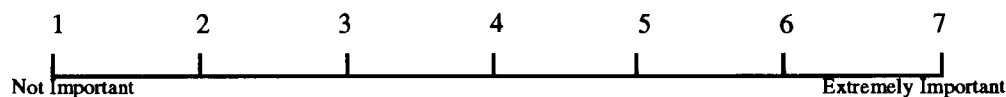
...parents are actively involved in club activities.

**YOUTH COMMITTEE**

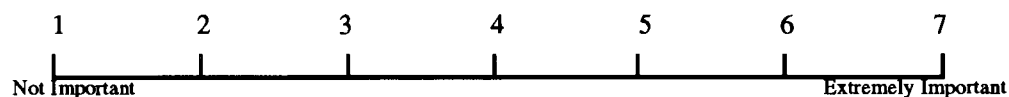
...there is an active club youth committee that is listened to by management.

**CLUB IMAGE**

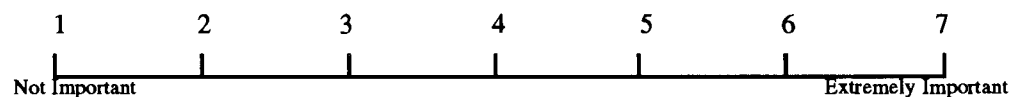
...it is seen as a relevant and credible organisation within the local community.

**YOUTH CONSULTATION**

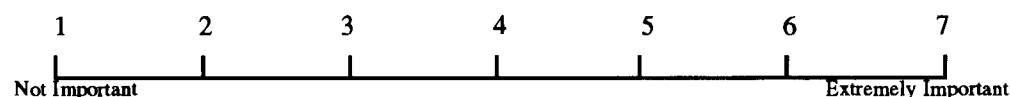
...young members are consulted to ensure their needs are met.

**STAFF CAREER MANAGEMENT**

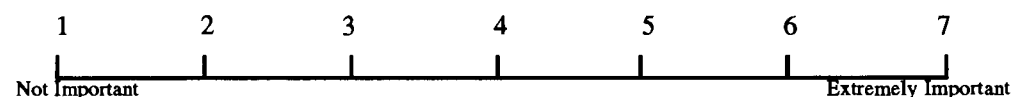
...the PCYC organisation provides Club Police staff with job stability and opportunities for personal development and career advancement.

**SELF DETERMINATION**

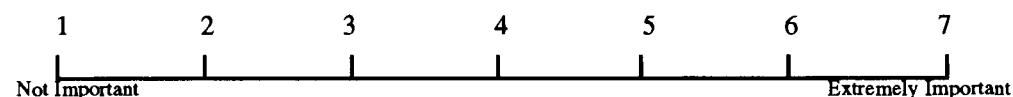
...it has been delegated enough responsibility and self-determination from head office.

**ROLES AND RESPONSIBILITIES**

...the roles and responsibilities for Club Management Committees, Managers and Assistant Managers have been clearly defined.

**COST**

... club activities are cheap enough for all young people to participate.



SECTION 2
RANKING OF EFFECTIVENESS STATEMENTS

INSTRUCTIONS

The headings shown in Table 1 belong to the statements described in the earlier part of this section of the questionnaire. The statement headings are **NOT** in any order.

1. Please rank five statement headings (and the issues they represent) in order of importance from 1 to 5. For example, if you think that Environment is the most important issue in TABLE 1. then rank it 1. If you think Cost is the second most important issue then rank it 2, and so on up to 5.
2. Please refer to the earlier part of this section of the questionnaire if you are unsure about the meaning of the statement headings shown below.

TABLE 1. (Rank the five (5) most important Effectiveness issues)

EFFECTIVENESS HEADINGS	CRITERIA	RANKING
Managers		
Coaches		
Environment		
Club Image		
Resources		
Working as a Team		
Cost		
Committee Members		
Youth Leadership		
Youth Consultation		
Staff Career Management		
Activities		
Access		
Self Determination		
Responsibility		
Youth Development		
Police Support		
Facilities		
Parents		
Youth Committee		

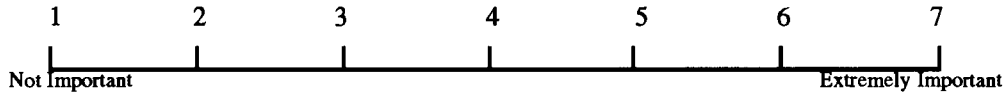
**This section investigates the factors that make PCYC clubs
LESS EFFECTIVE in providing their services to young
people.**

SECTION 2 - INEFFECTIVENESS

**How important are the following issues on making your club
INEFFECTIVE?...**

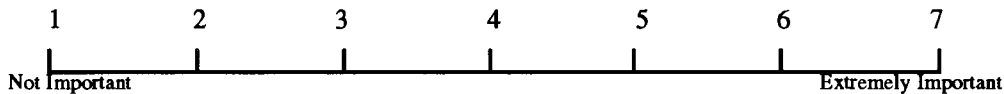
INADEQUATE FACILITIES

...the facilities and amenities are inadequate to meet the needs of its members.



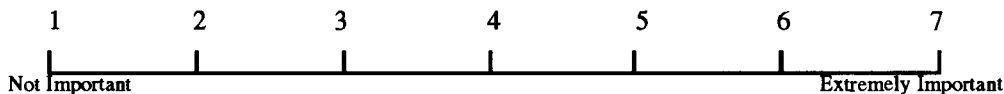
LACK OF RESOURCES

...it does not have access to enough resources (including money, equipment, volunteers and staff) to operate properly.



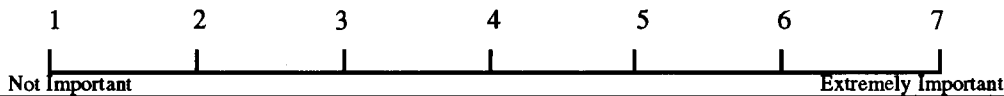
POORLY PLANNED ACTIVITIES

...activities are not designed to meet the variety of needs that young people have.



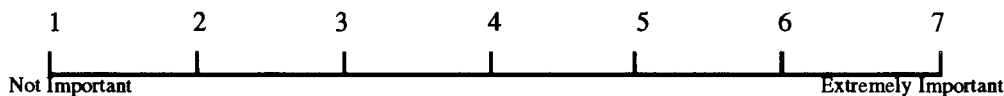
TRAINED STAFF

...there is not enough staff (Police and public servants) who are professionally trained, competent and experienced in all areas of club management.



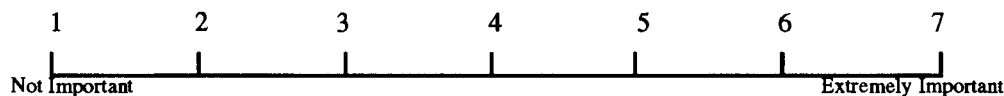
DISINTERESTED COMMITTEE MEMBERS

...committee members lack dedication, a professional approach, or who would rather use their positions to advance their own interests.



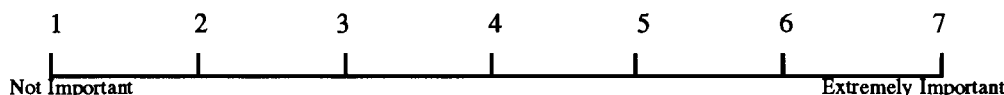
LACK OF COACHES

...there are not enough coaches and instructors suitably trained (and if appropriate, qualified) or dedicated to supervise a wide variety of activities.



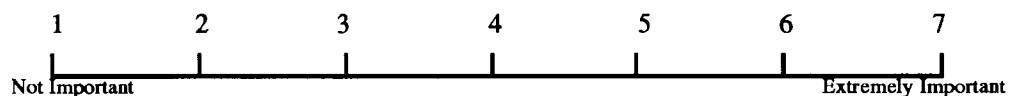
POOR PHYSICAL ENVIRONMENT

... a boring physical environment discourages involvement of young people in activities.

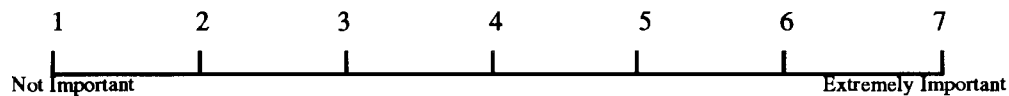


APATHY

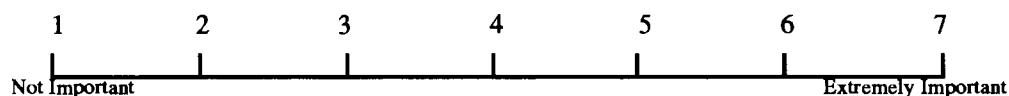
... disinterest shown by the coaches and management discourages involvement by young people.

**DISINTERESTED PARENTS**

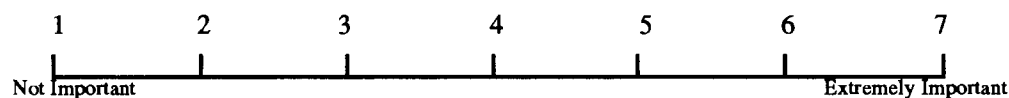
...parents of members give little support to club activities.

**INEFFECTIVE YOUTH COMMITTEE**

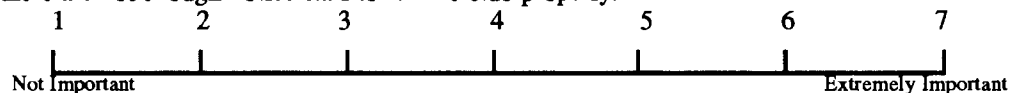
...there is no working junior committee, or if there is one, it is not considered important by club management.

**POOR PROMOTION**

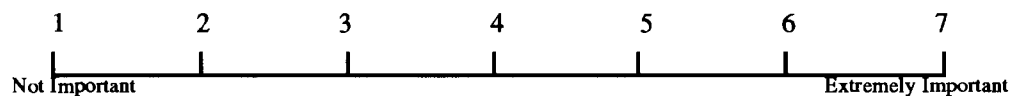
...the local community does not understand the role of the club because of its low profile.

**LACK OF STAFF**

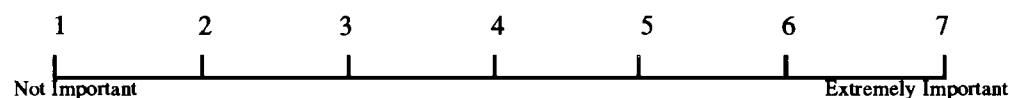
...there are not enough Police staff to run the club properly.

**BAD STAFF MANAGEMENT**

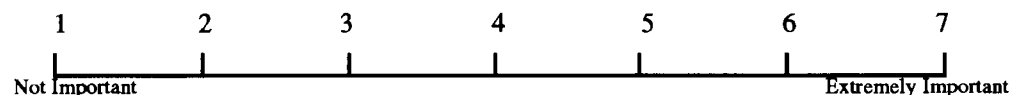
...club staff have little job stability and no opportunities for personal and career development.

**NO SELF DETERMINATION**

...not enough responsibility and self-determination is given to the club to allow it to operate properly.

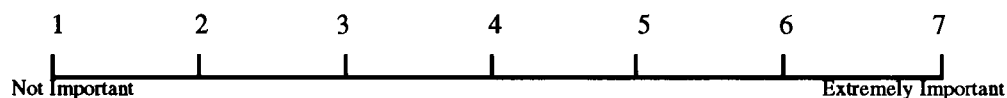
**ILL DEFINED RESPONSIBILITIES**

...club Management Committees, Managers and Assistant Managers do not know what are their roles and responsibilities.

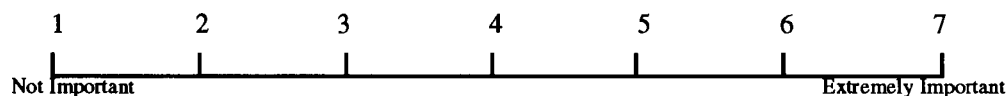


MINIMAL YOUTH CONSULTATION

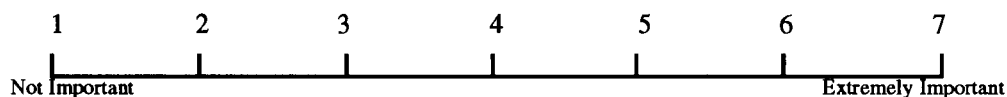
...management does not consult with members to determine their needs and preferences.

**EXPENSE**

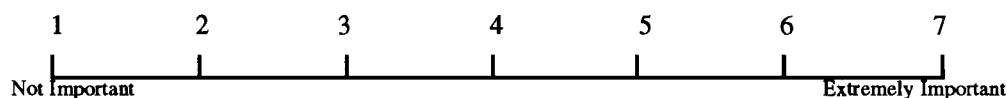
...the cost of activities prevents young people from low income families joining in.

**OPENING TIMES**

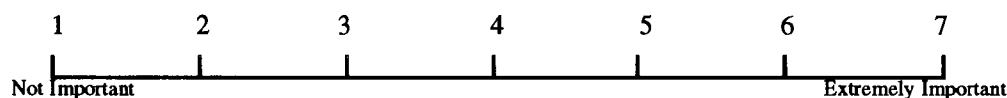
...the opening times of the club do not meet the needs of both members and staff.

**BAD IMAGE**

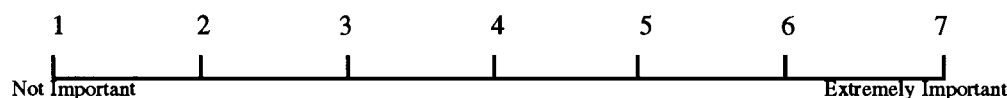
...the club has a bad image amongst young people because of the involvement of Police or youth from a low socio-economic background.

**TOO MUCH BUREAUCRACY**

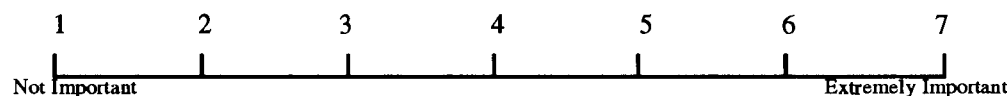
...there is too much importance placed on paper work and administration and not enough on meeting the needs of members.

**POOR COMMUNICATIONS**

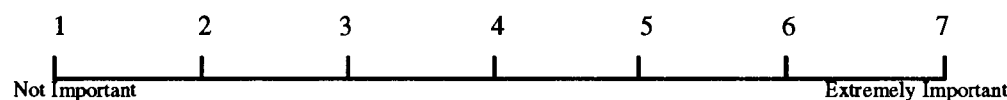
...management, coaches and users do not tell each other what is happening, or what they are doing.

**INADEQUATE YOUTH DEVELOPMENT**

...the Club management and coaches are more concerned with winning and success rather than caring about the individual needs of young club users.

**LACK OF PLANNING**

...head office does not consult with club management and coaches about the direction of the organisation and what it hopes to achieve, resulting in poor organisation and planning.



SECTION 2
RANKING OF INEFFECTIVENESS STATEMENTS

INSTRUCTIONS

The headings shown in Table 2 belong to the statements described in the earlier part of this section of the questionnaire. The statement headings are **NOT** in any order.

1. Please rank five statement headings (and the issues they represent) in order of importance from 1 to 5. For example, if you think that Poor Environment is the most important issue in TABLE 2. then rank it 1. If you think that Expense is the second most important issue then rank it 2, and so on up to 5.
2. Please refer to the earlier part of this section of the questionnaire if you are unsure about the meaning of the statement headings shown below.

TABLE 2. (Rank the five (5) most important Ineffectiveness issues)

INEFFECTIVENESS HEADINGS	CRITERIA	RANKING
Trained Staff		
Lack of Resources		
Minimal Youth Consultation		
Poorly Planned Activities		
Lack of Staff		
Bad Staff Management		
Inadequate Facilities		
Disinterested Committee Members		
Lack of Coaches		
Poor Physical Environment		
Apathy		
Too Much Bureaucracy		
Poor Communications		
Lack of Planning		
Ill-defined Responsibilities		
No Self Determination		
Poor Promotion		
Opening Times		
Disinterested Parents		
Expense		
Bad Image		
Inadequate Youth Development		
Ineffective Youth Committee		

APPENDIX J

The following criteria were changed between the Delphi and survey stages of this study to simplify and clarify them for the survey participants. The headings are based on those developed by the Delphi panel.

Table J1

Criteria Modified Between the Delphi Panel and Survey

Effectiveness		Ineffectiveness	
Delphi	Survey	Delphi	Survey
Environment			
Environment	Environment	Environment	Physical Environment
-	-	-	Youth Development
-	-	-	Apathy
Club Image - Promotion			
Club Image	Club Image	Club Image	Club Image
Promotion	-	Poor Promotion	Poor Public Relations
Youth Development			
Youth	Youth	-	Youth Development
Development	Development	-	-
-	Youth	-	-
Leadership			
Responsibility			
Responsibility	Responsibility	Responsibility	Responsibility
-	Self Determination	-	Self Determination
Lack of Staff			
-	-	Staff	Staff Management
Management			
-	-	-	Lack of Staff

APPENDIX K

The following are the criteria identified in this study. Opposing effectiveness and Ineffectiveness criteria have been grouped together where applicable.

Environment

Effectiveness Criteria

There is a friendly atmosphere that supports and encourages the involvement and development of young club users.

Ineffectiveness Criteria

There is a boring physical environment that discourages involvement of young people in activities.

Committee Members

Effectiveness Criteria

There is a dedicated committee, working as a team, which cares about the service provided to young people and putting their needs first.

Ineffectiveness Criteria

Committee members lack dedication, a professional approach, or who would rather use their positions to advance their own interests.

Resources

Effectiveness Criteria

The club has access to enough resources (including money, equipment, volunteers and staff) to operate properly.

Ineffectiveness Criteria

The club does not have access to enough resources (including money, equipment, volunteers and staff) to operate properly.

Activities

Effectiveness Criteria

There is a diverse range of activities designed to meet the variety of needs that young people have.

Ineffectiveness Criteria

Activities are not designed to meet the variety of needs that young people have.

Youth Development

Effectiveness Criteria

Management and coaches have a supportive leadership style and show a commitment to caring about, and understanding the individual needs of young people.

Ineffectiveness Criteria

The Club management and coaches are more concerned with winning and success rather than caring about the individual needs of young club users.

Working as a Team

Effectiveness Criteria

Management works together to provide stability, good communications, and clear decision making processes.

Coaches

Effectiveness Criteria

All coaches and instructors are professional and competent (and where appropriate, qualified) at teaching /supervising their respective activities.

Ineffectiveness Criteria

There are not enough coaches and instructors suitably trained (and if appropriate, qualified) or dedicated to supervise a wide variety of activities.

Club Image

Effectiveness Criteria

The club is seen as a relevant and credible organisation within the local community.

Ineffectiveness Criteria

The club has a bad image amongst young people because of the involvement of Police or youth from a low socio-economic background.

Ineffectiveness Criteria

The local community does not understand the role of the club because of its low profile.

Cost

Effectiveness Criteria

Club activities are cheap enough for all young people to participate.

Ineffectiveness Criteria

The cost of activities prevents young people from low income families joining in.

Managers

Effectiveness Criteria

There are enough staff (Police Officers and public servants) who are professionally trained, experienced and competent in all areas of club management.

Ineffectiveness Criteria

There is not enough staff (Police and public servants) who are professionally trained, competent and experienced in all areas of club management.

Access

Effectiveness Criteria

The opening times satisfy the needs of both members and staff.

Ineffectiveness Criteria

The opening times of the club do not meet the needs of both members and staff.

Facilities

Effectiveness Criteria

The facility is owned and controlled by the club, and is of a high standard.

Ineffectiveness Criteria

The facilities and amenities are inadequate to meet the needs of its members.

Youth Consultation

Effectiveness Criteria

Young members are consulted to ensure their needs are met.

Ineffectiveness Criteria

Club management does not consult with members to determine their needs and preferences.

Responsibility

Effectiveness Criteria

The roles and responsibilities for Club Management Committees, Managers and Assistant Managers have been clearly defined.

Ineffectiveness Criteria

Club Management Committees, Managers and Assistant Managers do not know their roles and responsibilities.

Staff Management

Effectiveness Criteria

The PCYC organisation provides Club Police staff with job stability and opportunities for personal development and career advancement.

Ineffectiveness Criteria

Club staff have little job stability and no opportunities for personal and career development.

Youth LeadershipEffectiveness Criteria

There is a viable youth leadership and coaching program which has been based on delegating responsibility and rewarding success.

Self DeterminationEffectiveness Criteria

The club has been delegated enough responsibility and self-determination from head office.

Ineffectiveness Criteria

Not enough responsibility and self-determination is given to the club to allow it to operate properly.

Youth CommitteeEffectiveness Criteria

There is an active youth committee that is listened to by management.

Ineffectiveness Criteria

There is no working junior committee, or if there is one, it is not considered important by club management.

ParentsEffectiveness Criteria

Parents are actively involved in club activities.

Ineffectiveness Criteria

Parents of members give little support to club activities.

Police Support

Effectiveness Criteria

Other police sections support the club with local Police Officers involved in activities.

Lack of Staff

Ineffectiveness Criteria

There are not enough Police staff to run the club properly.

Communications

Ineffectiveness Criteria

Management, coaches and users do not tell each other what is happening, or what they are doing.

Planning

Ineffectiveness Criteria

Head office does not consult with club management and coaches about the direction of the organisation and what it hopes to achieve, resulting in poor organisation and planning.

Apathy

Ineffectiveness Criteria

Disinterest shown by the coaches and management discourages involvement by young people.

Bureaucracy

Ineffectiveness Criteria

There is too much importance placed on paper work and administration and not enough on meeting the needs of members.

APPENDIX L

Table L1

Survey Results for Respondents with the Club Role Described as
'Staff'

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Resources	1	6.88	0.34	24	Bureaucracy	1	6.38	1.47	24
Managers	2	6.75	0.44	24	Managers	2	6.13	1.45	24
Staff Mgt.	2	6.75	0.44	24	Resources	3	6.00	1.35	24
Committee	2	6.75	0.53	24	Staff Mgt.	4	5.96	1.81	24
Activities	2	6.75	0.44	24	Planning	5	5.83	1.52	24
Environment	2	6.75	0.44	24	Lack of Staff	6	5.79	1.79	24
Club Image	7	6.67	0.70	24	Coaches	7	5.75	1.70	24
Work as Team	8	6.63	0.49	24	Facility	7	5.75	1.22	24
Yth Develop.	8	6.63	0.58	24	Committee	9	5.74	1.57	23
Coaches	10	6.54	0.72	24	Pub. Relations	10	5.63	1.84	24
Yth Consult.	11	6.42	0.65	24	Self Determin.	10	5.63	1.74	24
Cost	11	6.42	0.88	24	Apathy	12	5.54	1.77	24
Access	11	6.42	0.65	24	Activities	12	5.54	1.69	24
Facility	14	6.33	1.01	24	Yth Consult.	14	5.33	1.55	24
Yth Leader	15	6.17	0.98	23	Responsibility	14	5.33	1.93	24
Responsibility	16	6.13	0.90	24	Yth Committee	16	5.25	1.73	24
Self Determin.	17	6.08	0.83	24	Parents	17	5.21	1.50	24
Yth Committee	18	5.79	1.25	24	Yth Develop.	17	5.21	1.77	24
Parents	19	5.54	1.06	24	Environment	19	5.08	1.86	24
Police Support	20	5.08	1.41	24	Communications	19	5.08	1.69	24
					Cost	21	5.04	2.18	24
					Access	22	5.00	2.21	24
					Club Image	23	4.42	2.19	24

Table L2

Survey Results for Respondents with the Club Role Described as
'Coaches'

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Yth Develop.	1	6.81	0.51	42	Resources	1	6.27	1.40	44
Environment	2	6.76	0.53	42	Facility	2	6.05	1.54	44
Resources	3	6.74	0.70	42	Coaches	3	5.77	1.72	44
Committee	4	6.71	0.60	42	Activities	4	5.75	1.91	44
Coaches	4	6.71	0.77	42	Yth Consult.	5	5.65	1.45	43
Activities	6	6.69	0.52	42	Apathy	6	5.61	2.14	44
Work as Team	7	6.62	0.79	42	Environment	7	5.57	1.62	44
Cost	8	6.57	0.97	42	Responsibility	8	5.52	1.86	44
Managers	9	6.55	0.94	42	Managers	8	5.52	1.82	44
Club Image	10	6.50	0.80	42	Cost	10	5.50	2.36	44
Access	11	6.48	0.94	42	Bureaucracy	11	5.47	2.02	43
Facility	12	6.36	0.91	42	Committee	12	5.41	2.06	44
Responsibility	12	6.36	1.10	42	Communications	13	5.37	2.00	43
Yth Consult.	14	6.29	0.94	42	Planning	14	5.35	1.99	43
Yth Leader	15	6.27	1.03	41	Parents	15	5.34	1.68	44
Staff Mgt.	16	6.19	1.04	42	Staff Mgt.	16	5.32	1.78	44
Self Determin.	17	6.12	0.99	42	Pub. Relations	17	5.30	1.87	44
Yth Committee	18	5.74	1.17	42	Self Determin.	18	5.25	1.93	44
Police Support	19	5.64	1.45	42	Access	19	5.19	2.21	43
Parents	20	5.48	1.29	42	Club Image	20	5.07	2.07	43
					Lack of Staff	21	5.00	2.16	44
					Yth Develop.	22	4.98	2.19	43
					Yth Committee	23	4.80	1.94	44

Table L3

Survey Results for Respondents with the Club Role Described as
'Committee'

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Committee	1	6.77	0.49	35	Resources	1	6.27	1.31	33
Work as Team	2	6.74	0.51	34	Coaches	2	5.82	1.57	33
Environment	3	6.71	0.52	35	Facility	2	5.82	1.47	33
Cost	3	6.71	0.67	35	Parents	4	5.70	1.63	33
Resources	3	6.71	0.76	34	Self Determin.	5	5.53	1.52	32
Coaches	6	6.69	0.68	35	Bureaucracy	6	5.48	1.64	33
Activities	7	6.67	0.60	33	Staff Mgt.	7	5.41	1.88	32
Club Image	8	6.66	0.59	35	Managers	8	5.39	1.77	33
Yth Develop.	9	6.63	0.55	35	Apathy	8	5.39	2.14	33
Access	10	6.54	0.74	35	Communications	10	5.39	1.71	33
Responsibility	11	6.51	0.78	35	Environment	11	5.34	1.58	32
Managers	12	6.43	1.07	35	Responsibility	12	5.33	2.01	33
Facility	13	6.40	0.88	35	Cost	12	5.33	2.30	33
Yth Consult.	14	6.37	0.73	35	Committee	14	5.30	1.88	33
Self Determin.	15	6.14	0.94	35	Planning	14	5.30	1.86	33
Staff Mgt.	16	6.12	1.30	34	Activities	16	5.27	2.05	33
Yth Leader	17	6.11	0.80	35	Yth Consult.	17	5.24	1.84	33
Yth Committee	18	5.97	1.07	35	Pub. Relations	17	5.24	1.94	33
Parents	19	5.94	1.03	35	Lack of Staff	17	5.24	2.21	33
Police Support	20	5.49	1.34	35	Yth Develop.	20	5.00	1.90	33
					Access	21	4.94	2.06	33
					Club Image	21	4.94	2.22	33
					Yth Committee	23	4.66	1.68	32

Table L4

Survey Results for Respondents with the Club Role Described as
'Others'

Effectiveness Criteria					Ineffectiveness Criteria				
Rank	M	SD	n		Rank	M	SD	n	
1	6.60	0.52	10	Cost	1	6.33	0.87	9	
1	6.60	0.70	10	Environment	2	6.00	0.82	10	
3	6.50	0.71	10	Club Image	3	5.78	1.39	9	
4	6.40	1.26	10	Committee	3	5.78	1.64	9	
5	6.20	1.14	10	Work as Team	5	5.75	1.04	8	
5	6.20	0.63	10	Access	6	5.67	1.12	9	
7	6.10	0.88	10	Facility	7	5.44	1.24	9	
7	6.10	1.29	10	Resources	7	5.44	0.88	9	
7	6.10	1.29	10	Activities	7	5.44	1.67	9	
7	6.10	0.99	10	Yth Develop.	7	5.44	1.42	9	
11	6.00	0.82	10	Responsibility	7	5.44	1.33	9	
12	5.90	0.99	10	Coaches	12	5.33	1.12	9	
12	5.90	0.88	10	Yth Consult.	13	5.22	1.48	9	
14	5.78	1.39	9	Staff Mgt.	13	5.22	1.56	9	
15	5.70	1.83	10	Managers	13	5.22	1.20	9	
16	5.50	1.27	10	Self Determin.	16	5.11	2.03	9	
17	5.30	1.16	10	Yth Leader	16	5.11	1.69	9	
18	5.20	1.40	10	Parents	18	5.00	2.00	9	
19	5.10	1.37	10	Yth Committee	18	5.00	2.00	9	
19	5.10	1.73	10	Police Support	18	5.00	1.66	9	
					21	4.78	1.86	9	
					22	4.67	1.12	9	
					23	4.63	1.92	8	

Table L5

Survey Results for Respondents at Metropolitan PCYC Clubs

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Environment	1	6.80	0.45	51	Resources	1	6.16	1.30	50
Committee	2	6.75	0.52	51	Coaches	2	6.04	1.55	50
Resources	3	6.73	0.67	51	Managers	3	5.98	1.63	50
Activities	4	6.72	0.61	50	Facility	4	5.86	1.37	51
Coaches	5	6.71	0.76	51	Lack of Staff	5	5.80	1.56	50
Work as Team	6	6.70	0.68	50	Parents	6	5.78	1.36	50
Yth Develop.	6	6.67	0.59	51	Apathy	7	5.74	1.87	50
Cost	8	6.59	0.80	51	Pub. Relations	8	5.72	1.62	50
Managers	9	6.57	0.96	51	Bureaucracy	9	5.70	1.87	50
Club Image	10	6.55	0.76	51	Activities	10	5.68	1.86	50
Access	11	6.43	0.88	51	Planning	11	5.61	1.75	49
Facility	12	6.33	0.89	51	Cost	12	5.60	2.19	50
Yth Consult.	13	6.24	0.86	51	Yth Consult.	13	5.59	1.55	49
Yth Leader	13	6.24	0.92	50	Environment	14	5.57	1.68	49
Responsibility	13	6.24	1.01	51	Staff Mgt.	14	5.57	1.74	49
Staff Mgt.	16	6.16	0.99	51	Committee	16	5.54	1.89	50
Self Determin.	17	6.08	0.87	51	Communications	16	5.54	1.78	50
Yth Committee	18	5.86	1.11	51	Self Determin.	18	5.51	1.73	49
Parents	19	5.61	1.10	51	Responsibility	19	5.48	1.95	50
Police Support	20	5.39	1.42	51	Access	20	5.42	2.04	50
					Yth Develop.	21	5.34	2.08	50
					Yth Committee	22	5.27	1.71	49
					Club Image	23	4.94	2.25	50

Table L6

Survey Results for Respondents at Country PCYC Clubs

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Resources	1	6.64	0.84	44	Resources	1	6.05	1.50	43
Committee	1	6.64	0.77	45	Facility	2	5.93	1.40	43
Environment	1	6.64	0.57	45	Coaches	3	5.53	1.62	43
Activities	4	6.60	0.58	43	Bureaucracy	4	5.52	1.81	42
Yth Develop.	5	6.56	0.69	45	Committee	5	5.51	1.75	41
Club Image	5	6.56	0.69	45	Activities	6	5.37	1.89	43
Work as Team	7	6.47	0.76	45	Staff Mgt.	6	5.37	1.92	43
Coaches	7	6.47	0.79	45	Responsibility	8	5.33	1.70	43
Cost	7	6.47	0.94	45	Planning	9	5.31	1.84	42
Access	10	6.38	0.78	45	Yth Consult.	10	5.30	1.57	43
Managers	11	6.33	1.11	45	Managers	10	5.30	1.71	43
Facility	11	6.33	0.95	45	Environment	12	5.26	1.54	43
Yth Consult.	13	6.31	0.76	45	Self Determin.	13	5.23	1.76	43
Staff Mgt.	14	6.28	1.26	43	Apathy	13	5.23	2.11	43
Responsibility	15	6.27	0.94	45	Parents	15	5.14	1.71	43
Self Determin.	16	6.00	1.04	45	Pub. Relations	16	5.05	1.90	43
Yth Leader	17	5.95	1.08	44	Cost	16	5.05	2.21	43
Yth Committee	18	5.60	1.25	45	Communications	18	5.02	1.73	42
Police Support	19	5.38	1.45	45	Lack of Staff	19	4.79	2.21	43
Parents	19	5.58	1.22	45	Yth Develop.	20	4.76	1.75	42
					Access	21	4.74	2.08	42
					Club Image	22	4.71	2.04	42
					Yth Committee	23	4.47	1.75	43

Table L7

Survey Results for Male Respondents

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Committee	1	6.77	0.52	48	Resources	1	6.30	1.19	46
Resources	2	6.75	0.60	48	Facility	2	6.13	1.21	47
Environment	3	6.65	0.56	48	Coaches	3	5.83	1.62	46
Work as Team	4	6.64	0.57	47	Activities	4	5.74	1.63	46
Club Image	5	6.63	0.70	48	Managers	4	5.74	1.51	46
Activities	6	6.60	0.64	48	Planning	4	5.74	1.60	46
Yth Develop.	7	6.58	0.61	48	Bureaucracy	7	5.67	1.71	46
Coaches	8	6.52	0.74	48	Staff Mgt.	8	5.65	1.85	46
Managers	9	6.48	0.92	48	Committee	9	5.64	1.67	44
Access	10	6.46	0.77	48	Apathy	10	5.59	1.83	46
Facility	11	6.40	0.96	48	Self Determin.	11	5.57	1.49	46
Cost	11	6.40	0.87	48	Environment	12	5.48	1.67	46
Responsibility	13	6.38	0.89	48	Yth Consult.	13	5.41	1.53	46
Staff Mgt.	14	6.33	1.21	48	Responsibility	14	5.35	1.82	46
Yth Consult.	15	6.29	0.77	48	Pub. Relations	15	5.33	1.87	46
Yth Leader	16	6.11	0.88	46	Parents	15	5.33	1.59	46
Self Determin.	17	6.00	1.01	48	Lack of Staff	17	5.28	2.07	46
Yth Committee	18	5.69	1.21	48	Cost	17	5.28	2.22	46
Police Support	19	5.58	1.15	48	Communications	19	5.26	1.76	46
Parents	20	5.42	1.27	48	Yth Develop.	20	5.17	1.72	46
					Access	21	4.96	2.14	45
					Yth Committee	21	4.96	1.70	46
					Club Image	23	4.78	2.13	46

Table L8

Survey Results for Female Respondents

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Environment	1	6.82	0.44	49	Resources	1	5.94	1.54	48
Activities	2	6.68	0.66	47	Coaches	2	5.69	1.72	48
Cost	3	6.67	0.85	49	Facility	3	5.63	1.51	48
Yth Develop.	4	6.65	0.66	49	Managers	4	5.60	1.85	48
Resources	5	6.63	0.87	48	Parents	5	5.56	1.60	48
Coaches	5	6.63	0.83	49	Yth Consult.	6	5.47	1.60	47
Committee	7	6.61	0.76	49	Bureaucracy	6	5.47	2.05	47
Work as Team	8	6.55	0.84	49	Committee	6	5.44	1.93	48
Club Image	9	6.49	0.74	49	Pub. Relations	6	5.44	1.71	48
Managers	10	6.43	1.14	49	Responsibility	10	5.40	1.91	48
Access	11	6.37	0.88	49	Activities	11	5.35	2.06	48
Facility	12	6.29	0.87	49	Apathy	11	5.35	2.19	48
Yth Consult.	13	6.27	0.86	49	Cost	13	5.31	2.28	48
Staff Mgt.	14	6.11	1.01	47	Lack of Staff	14	5.29	1.92	48
Responsibility	15	6.10	1.05	49	Environment	15	5.28	1.69	47
Yth Leader	16	6.08	1.11	49	Communications	15	5.28	1.84	47
Self Determin.	17	6.06	0.90	49	Access	17	5.23	2.01	48
Yth Committee	18	5.78	1.16	49	Staff Mgt.	18	5.21	1.88	47
Parents	19	5.71	1.06	49	Self Determin.	19	5.11	2.03	47
Police Support	20	5.16	1.64	49	Planning	19	5.11	2.02	46
					Yth Develop.	21	4.89	2.22	47
					Yth Committee	22	4.85	1.83	47
					Club Image	23	4.81	2.24	47

Table L9

Survey Results for Respondents Over 25 Years of Age

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Resources	1	6.77	0.61	73	Resources	1	6.14	1.34	71
Environment	2	6.70	0.54	74	Coaches	2	5.85	1.63	71
Committee	3	6.69	0.68	74	Facility	3	5.82	1.43	72
Activities	4	6.65	0.61	72	Managers	3	5.82	1.58	71
Work as Team	5	6.63	0.66	73	Committee	5	5.67	1.76	69
Club Image	6	6.58	0.68	74	Bureaucracy	6	5.66	1.88	70
Coaches	7	6.57	0.74	74	Activities	7	5.59	1.86	71
Yth Develop.	7	6.57	0.66	74	Planning	8	5.56	1.71	70
Cost	9	6.50	0.86	74	Pub. Relations	9	5.54	1.71	71
Managers	10	6.47	0.95	74	Lack of Staff	10	5.51	1.76	71
Access	11	6.42	0.79	74	Parents	10	5.51	1.57	71
Facility	12	6.39	0.89	74	Staff Mgt.	12	5.43	1.88	70
Staff Mgt.	13	6.35	0.91	72	Environment	13	5.41	1.65	70
Responsibility	14	6.27	0.91	74	Apathy	14	5.38	2.09	71
Yth Consult.	15	6.26	0.78	74	Yth Consult.	15	5.34	1.63	71
Self Determin.	16	6.05	0.95	74	Self Determin.	16	5.33	1.77	70
Yth Leader	17	6.01	0.97	72	Responsibility	17	5.28	1.91	71
Yth Committee	18	5.76	1.13	74	Communications	18	5.26	1.79	70
Parents	19	5.55	1.18	74	Cost	19	5.17	2.25	71
Police Support	20	5.41	1.42	74	Access	20	5.11	2.08	70
					Yth Develop.	21	5.07	2.00	70
					Yth Committee	22	4.99	1.68	70
					Club Image	23	4.73	2.23	70

Table L10

Survey Results for Respondents who were Under 25 Years of Age

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Environment	1	6.83	0.39	23	Facility	1	6.04	1.26	23
Yth Develop.	2	6.78	0.52	23	Resources	1	6.04	1.52	23
Committee	3	6.70	0.56	23	Yth Consult.	3	5.77	1.27	22
Cost	4	6.65	0.88	23	Apathy	4	5.74	1.76	23
Activities	5	6.61	0.78	23	Cost	5	5.70	2.20	23
Coaches	5	6.61	0.94	23	Responsibility	6	5.65	1.67	23
Club Image	7	6.48	0.85	23	Yth Committee	7	4.65	1.99	23
Work as Team	7	6.48	0.90	23	Coaches	8	5.48	1.78	23
Resources	9	6.43	1.04	23	Staff Mgt.	9	5.43	1.85	23
Access	10	6.39	0.94	23	Activities	10	5.39	1.90	23
Managers	10	6.39	1.27	23	Self Determin.	11	5.35	1.90	23
Yth Consult.	12	6.35	0.93	23	Environment	12	5.32	1.78	22
Yth Leader	12	6.35	1.07	23	Bureaucracy	13	5.30	1.92	23
Facility	14	6.17	0.98	23	Communications	13	5.30	1.82	23
Responsibility	15	6.13	1.18	23	Parents	15	5.26	1.68	23
Self Determin.	16	5.96	0.98	23	Managers	16	5.22	1.95	23
Staff Mgt.	17	5.83	1.56	23	Committee	17	5.13	1.91	23
Yth Committee	18	5.65	1.34	23	Access	18	5.04	2.08	23
Parents	19	5.61	1.16	23	Planning	19	5.00	2.20	22
Police Support	20	5.26	1.45	23	Club Image	19	5.00	2.02	23
					Pub. Relations	21	4.91	1.95	23
					Yth Develop.	21	4.91	1.98	23
					Lack of Staff	23	4.61	2.48	23

Table L11

Survey Results for Respondents who were Club Members in the
Preceding Five Years

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Committee	1	6.70	0.66	73	Resources	1	6.28	1.07	70
Environment	2	6.68	0.55	73	Coaches	2	5.96	1.42	70
Resources	3	6.64	0.77	73	Facility	3	5.86	1.28	71
Activities	4	6.61	0.70	72	Managers	4	5.80	1.58	70
Club Image	5	6.59	0.74	73	Apathy	5	5.66	1.81	70
Cost	6	6.58	0.80	73	Activities	6	5.63	1.80	70
Coaches	7	6.56	0.75	73	Committee	7	5.61	1.72	69
Yth Develop.	7	6.56	0.69	73	Planning	8	5.59	1.73	68
Work as Team	9	6.53	0.79	73	Environment	9	5.54	1.54	70
Access	10	6.48	0.77	73	Self Determin.	10	5.50	1.66	70
Managers	11	6.42	1.10	73	Staff Mgt.	10	5.50	1.82	70
Facility	12	6.29	0.96	73	Bureaucracy	12	5.49	1.84	69
Yth Consult.	13	6.27	0.84	73	Parents	12	5.49	1.55	70
Responsibility	14	6.25	0.88	73	Yth Consult.	14	5.47	1.51	70
Staff Mgt.	15	6.17	1.21	71	Responsibility	15	5.39	1.86	70
Yth Leader	16	6.03	1.06	71	Pub. Relations	15	5.39	1.80	70
Self Determin.	17	5.93	1.02	73	Lack of Staff	17	5.38	1.96	70
Yth Committee	18	5.63	1.21	73	Communications	17	5.38	1.74	69
Parents	19	5.47	1.23	73	Cost	19	5.37	2.21	70
Police Support	20	5.25	1.47	73	Yth Develop.	20	5.20	1.88	69
					Access	21	5.09	2.04	69
					Yth Committee	22	4.94	1.60	70
					Club Image	23	4.72	2.19	69

Table L12

Survey Results for Respondents who were not Club Members in the Preceding Five Years

Effectiveness					Ineffectiveness				
Criteria	Rank	M	SD	n	Criteria	Rank	M	SD	n
Environment	1	6.86	0.35	22	Facility	1	5.82	1.74	22
Resources	2	6.81	0.68	21	Bureaucracy	2	5.77	2.14	22
Work as Team	3	6.77	0.43	22	Resources	3	5.59	2.06	22
Yth Develop.	3	6.77	0.43	22	Pub. Relations	4	5.45	1.68	22
Activities	5	6.71	0.46	21	Parents	5	5.41	1.79	22
Committee	6	6.64	0.66	22	Managers	6	5.32	1.94	22
Coaches	7	6.59	0.96	22	Committee	7	5.29	2.12	22
Facility	8	6.50	0.74	22	Yth Consult.	7	5.29	1.76	21
Managers	8	6.50	0.80	22	Activities	9	5.23	2.09	22
Club Image	10	6.41	0.67	22	Responsibility	9	5.23	1.93	22
Cost	11	6.36	1.09	22	Lack of Staff	11	5.18	1.94	22
Staff Mgt.	12	6.32	0.78	22	Coaches	12	5.09	2.22	22
Self Determin.	13	6.27	0.63	22	Access	13	5.05	2.26	22
Yth Consult.	14	6.23	0.75	22	Staff Mgt.	13	5.05	2.06	21
Yth Leader	14	6.23	0.81	22	Planning	15	5.00	2.05	22
Access	16	6.14	0.99	22	Club Image	16	4.95	2.26	22
Responsibility	16	6.14	1.28	22	Cost	17	4.91	2.37	22
Yth Committee	18	5.95	1.05	22	Communications	17	4.91	1.95	22
Parents	19	5.86	0.94	22	Environment	19	4.81	2.02	21
Police Support	20	5.73	1.24	22	Yth Committee	19	4.81	2.18	21
					Apathy	21	4.77	2.54	22
					Self Determin.	22	4.67	2.13	21
					Yth Develop.	23	4.41	2.26	22