

**MANCHESTER CITY COUNCIL  
REPORT FOR RESOLUTION**

**COMMITTEE: PERSONNEL**

**DATE: 27 MAY 2009**

**SUBJECT: PROPOSED REALIGNMENT OF EDUCATION SERVICES**

**REPORT OF: DIRECTOR OF CHILDREN'S SERVICES**

---

**PURPOSE OF THE REPORT**

To seek approval for the realignment of a number of areas within the Core, Strategy and Traded Services divisions of the new Education Services for the purpose of strengthening the principles endorsed by Members at the Executive Committee of July 2006. Subsequent to this, to set out recommendations for the realignment of management capacity.

**RECOMMENDATIONS**

Committee is recommended to:

- 1 Approve the amalgamation and realignment of all service delivery functions within Core and Traded Services to create a new Operations arm.

**2. Within the Operations arm:-**

Establish a new post of Head of Operations on a salary of £65,000 and ringfence the current Traded Services Manager to this post. If no appointment is made, to exceed to external advert.

Establish a new post of Senior Service Manager on a salary of £53,000 to manage a significant number of services and staff within Operations. This post to be ringfenced to all existing Service Managers.

Establish an additional post of Service Manager bringing the total of Service Managers to five, and approve the realignment of their areas to manage the totality of services within Operations. This will result in the following changes:-

**Current Service Managers - £49,320**

Service Manager, Creative Arts  
Service Manager PRU/EOTAS (Vacant)  
Service Manager, Learning, Behaviour, Attendance  
Service Manager, Leadership and Curriculum

**Proposed Service Managers - £49,320**

Service Manager, Creative Arts (no change)

Service Manager, Special Educational Needs (including Statutory Assessment and Home to School Transport)

Service Manager, Learning Strategy Officers

Service Manager, Business Development

Service Manager, Inclusion - **(£51,375)**

The Service Manager for Inclusion post to be paid at a higher level salary of £51,375 to reflect the specialist nature of the role, the skills and qualifications required of the postholder and the complexity of the operation to be delivered.

Establish a new post of Lead Educational Psychologist on the Soulbury B scale 10 to 13, £50,522 to £54,998 to provide clinical governance and professional leadership for the Educational Psychology Service.

Establish 2 additional positions of Educational Psychologist on the Soulbury A scale 1 to 10, £32,069 to £42,006 based on the increased demand and buy back required from schools and other commissioners.

**3. Within the Strategy arm:-**

Align the salary of the SIP and Interventions Manager post £60,624 with that of the Senior School Effectiveness Officer's £63,192

Align all Strategic Lead posts on the same salary of £51,375

Increase the salary of the School Effectiveness Officer posts from £54,714 to £57,915 to resolve difficulties in recruiting to these positions and to make them more marketable.

Align the Head of Management Support to Schools and subsequent service area under the line management of the Head of Operations.

**4. Arising from the implementation of the above proposals it is intended to disestablish the following positions:**

Traded Services Manager post on a salary of £56,514

Senior Educational Psychologist post (vacant) x 1 on a salary of £50,677

Strategic Lead (Inclusion Support) x 1 on a salary of £51,375. (Postholder to be assimilated to Service Manager, Inclusion)

Learning Strategy Officer X 1 on a salary of Grade 10 + 10% (£42,417-£45,312)

**5. Grant delegated authority to the Director of Children's Services, in consultation with the Head of Corporate Personnel to implement minor changes to the**

structure below Grade 10 which may result from the implementation of recommendations in this report.

6. Grant delegated authority to the Director of Children's Services in consultation with the Head of Corporate Personnel to develop detailed job descriptions for all new posts and progress arrangements to appoint to these posts in line with established Council policies.

### **FINANCIAL IMPLICATIONS FOR THE REVENUE AND CAPITAL BUDGETS**

The additional cost of the minor adjustments to the structure is circa £210,000. This re-alignment cost will be met from within existing budgets through savings in a number of areas including:

- a) Minor structural changes to other posts within the wider structure
- b) Savings in SEN transport and Statutory Assessment costs by combining management and focusing on the 'end to end' processes without impacting on service quality or level of provision.
- c) Savings in agency costs to cover key posts that have proved impossible to recruit to because of market rate being higher than salaries set for the post of School Effectiveness Officers.

These overall efficiencies amount to circa £310,000 which gives an overall saving, after factoring in the additional costs of realignment, totaling £100,000.

### **CONTACT OFFICERS**

Pauline Newman Director of Children's Services	0161 234 3804 <a href="mailto:p.newman@manchester.gov.uk">p.newman@manchester.gov.uk</a>
---	---

Jon Redfern, Head of Corporate Personnel	0161 234 1800 <a href="mailto:j.redfern@manchester.gov.uk">j.redfern@manchester.gov.uk</a>
---	---

### **BACKGROUND DOCUMENTS**

Report to the Executive 26 July 2006  
Reports to Personnel Committee, Nov and December 2007  
Report to Children's Services Senior Management Team, March 2009  
School Improvement Framework parts 1 & 2

**WARDS AFFECTED:** All

This report will impact on all Wards. Recruitment to the full complement of School Effectiveness Officers will have a beneficial effect on District working and outcomes for children and young people across the City.

**IMPLICATIONS FOR:**

<b>Anti poverty</b>	<b>Equal Opportunities</b>	<b>Environment</b>	<b>Employment</b>
No	No	No	No

## 1. INTRODUCTION

- 1.1 On 26 July 2006 a report for resolution was put before the City Council's Executive Committee to request a wholesale review of the way in which education services were delivered through the Manchester Education Partnership (MEP). The design and structure of the new Education Services was later approved at Personnel Committee's held in November and December 2007 respectively.
- 1.2 The premise of the whole design was the strengthening of the strategic function of the Local Authority and a robust Quality Assurance programme underpinned by a greater proportion of resources delegated/devolved to schools to facilitate local decision-making and therefore local ownership of whole school improvement.
- 1.3 Following the initial implementation, the management team has continually looked at how further improvements can be brought about. This has identified some remaining opportunities to better align the roles and responsibilities to ensure a clear separation of the strategic function from that of service delivery, thus strengthening the capacity for strategic drive to raise attainment in the city and to continue to robustly fulfil the quality assurance role.
- 1.4 It is with the desire to build upon our achievements that we seek approval for a number of proposals set out in this report which will bring about further improvements to Education Services at no additional overall cost, with some modest savings being generated.
- 1.5 A copy of the current management structure and function areas is attached as **Appendix 1**

## 2. CURRENT IMPROVEMENTS TO THE SERVICE

- 2.1 Since implementation of the new service in April 2007 there have been some clear benefits realised from the way in which the new model operates. These include:-
  - Strengthened interaction with colleagues from the wider Children's Services and other agencies, through a combination of Senior School Effectiveness Officers, SIP and Interventions Manager and Strategic Leads working towards the Children's Trust arrangements.
  - Increased intervention and appropriate Local Authority support to schools
  - Dedicated strategic focus
  - The demand for business through Traded Services has exceeded our capacity to deliver. Thus, there has been significant lost revenue from

schools wishing to buy support. Evidence suggests that schools want to buy support in more strategic and collaborative ways so that resources can be pooled and shared. It is extremely important that we respond positively to the positive demands placed upon us.

- Recognition from national organisations that Manchester Education Services is a model of good practice. In a recent National Strategies review of the LA, the progress made by Manchester towards developing coherence in its quality assurance framework was described as 'impressive'. In 2008, Manchester achieved its best ever results at Key Stage 4 and was placed in the top 20% nationally for closing the gap between those pupils on Free School Meals and others.

2.2 Over a year has passed since the implementation of the review of Education Services and the evidence suggests that the impact has been extremely positive. The recent partnership review undertaken by National Strategies gave an impartial view that Manchester is making excellent progress and stated "Manchester has achieved in eighteen months what most Local Authorities take four to five years to achieve".

### **3. CHANGES IDENTIFIED TO BRING ABOUT FURTHER IMPROVEMENTS**

3.1 Whilst it was anticipated that the new arrangements would bring sustained long-term improvement for schools and pupils alongside enabling greater financial resources to be devolved/delegated to schools, a number of issues have been identified by Senior Management Team over the last 12 months where it is clear some further changes are needed to help us achieve our objectives. An explanation of these issues which we seek to resolve through this report are set out in the following paragraphs:

3.1.1 The separation of service delivery from core functions needs to be clearer. The Heads of Education Services spend a disproportionate amount of time on operational service delivery issues rather than their key role of ensuring school improvement. In addition a number of Strategic Leads have management responsibility for services, particularly in the area of Special Educational Needs and Inclusion which again result in a disproportionate amount of time spent on operational delivery, diminishing their ability to plan and develop strategies that have a greater impact on school improvement.

3.1.2 The Strategic Lead positions were not all established on the same salary although they operate at the same level across a variety of function areas. The rationale given for this at the time has proved to be unfounded and impacts upon inter-operability of these positions.

3.1.3 We have been unable to recruit to the full quota of School Effectiveness Officers as the salary for this role is lower than that paid to Headteachers and Link Advisors (these are the caliber of candidate we would wish to attract). This has impacted upon the successful implementation of the school

improvement framework. Suitably qualified consultants have been engaged in the interim, resulting in considerable costs to the service.

- 3.1.4 There is also disparity between the salary of the Senior School Effectiveness Managers and the SIP and Interventions Manager. This affects the interoperability needed between the roles to avoid singular officer dependency. This poses an unnecessary risk to the organisation that could result in an instable function with little or no possibility of succession planning.
- 3.1.5 Through protracted discussions with the Association of Educational Psychologists we have concluded that there is a need for the provision of professional clinical governance within the Educational Psychology Service. Without a 'lead' psychologist, the clinical supervision of Senior Educational Psychologists cannot be fully discharged in the structure as it stands, without buying this in from another authority.
- 3.1.6 The original design for Pupil Referral Units (PRU'S) within Traded Services has been overtaken by the requirements of the 6<sup>th</sup> Day Provision. This has seen the number of exclusions grow to a level which is unmanageable for any business model to sustain. The future of PRU's needs to be managed elsewhere within the service.
- 3.1.7 Management Support to schools is an area where improved assistance and support for schools can be developed through closer working relationships from a managerial perspective. This can be achieved if the line management arrangements of the Head of Management Support to Schools are transferred from the Deputy Director of Children's Services to the Head of Operations. However, although the line management arrangements would change there would still be a need for the Head of Service to maintain a close working relationship with the Head of Corporate Personnel and the Director and Deputy Director of Children's Services to secure immediate and direct access to Head Teachers.

#### **4. PROPOSED STRUCTURAL REALIGNMENTS**

- 4.1 The proposals set out in this report should not be seen as a further restructure of Education Services, it is essentially a realignment of management capacity and roles to ensure that the service is placed in a prime position to continually improve and achieve its objectives and vision. A revised structure chart is attached as **Appendix 2**
- 4.2 In order to achieve the separation of the function of commissioner from that of service provider, it is recommended that all service delivery functions in the structure of Core Education Services should become a parallel function within the Traded Service arm of Education Services. These services would include all those listed in **Appendix 3**. This would not involve any restructure of Education Services, but would merely represent a re-alignment of existing services. The totality of Traded and Core services would represent the Operations arm of Education Services.

- 4.3 The separate functions of Traded and non -Traded Services are distinguishable by who is responsible for commissioning them. Since devolution of additional budgets, schools will largely commission Traded Services, whereas Core Services will not be traded, but will be commissioned by the Local Authority. This would also bring about greater flexibility for staff to work across traded and core commissioned activity thus improving productivity.
- 4.4 With the transfer of over one hundred and fifty posts from Core Education Services, to the Operations arm, it is important that there is sufficient management capacity in place to lead the service and manage over £30m of budgets. It is therefore recommended that:-
- The post of Traded Services Manager be disestablished and a new post of Head of Operations established on a salary of £65,000 to be ringfenced to the current Traded Services Manager.
  - A new post of Senior Service Manager is established on a salary of £53,000. to manage a significant additional number of services mainly trading with schools. These include Governor Support, Manchester Every Child a Reader (MECAR), Ethnic Minority Achievement (EMA) and Core Attendance including statutory requirements. This will bring together resources with greater flexibility to deploy against demand. It is intended to ringfence this to all current Service Managers across Traded and Core Services.
  - An additional post of Service Manager is established to increase the number of Managers within the service to reflect the extended portfolio. In addition, realign responsibilities across these positions to give greater focus and strength to each business area.
  - The post of Service Manager which covers Inclusion to be paid at a higher level salary of £51,375 to reflect the specialist nature of the role, the skills and qualifications required of the postholder and the complexity of the operation to be delivered. It is proposed to assimilate the current Strategic Lead for Inclusion into this post as their duties since the implementation of the review, have been primarily focused on delivering and managing an operational service for children with hearing and visual impairments. The role has not developed as was initially intended but has turned out to be a key operational position. Strategy around this area is covered by the Strategic Lead, Looked after children (LAC).
  - Create a post of Lead Educational Psychologist (£50,522 - £54,998) and disestablish one post of Senior Educational Psychologist. The Lead post would not replace the previous Chief Educational Psychologist in terms of remit of role and salary, but would provide clinical governance and professional leadership throughout the Educational Psychology Service. Other aspects of the role will be aligned to that of Service

Manager. In addition, to meet the increasing demands on this service we wish to increase the core establishment of Educational Psychologist posts by 2 x FTE. As schools are the customer for this service, any additions to the structure are cost neutral.

- Align the salaries of all Strategic Leads to £51,375 (currently 8 posts are paid at £51,375 and 2 at £47,268). This will allow interoperability of roles and a free flow of skills to be used in planning and strategic management across a range of areas.
- Align the salary of the SIP and Interventions Manager to that of the Senior School Effectiveness Officers on £63,192 to allow for interoperability of roles, and reduce the risk to the authority of only one individual being capable of discharging the SIP and Interventions functions.
- Increase the salary of the School Effectiveness Officer to £57,915 in order to recruit a high calibre of candidate into the service. The target market for these posts would be Link Advisors (average salary £57,000) and Head Teachers (salary between £57,000 and £90,000). This role has a major impact on outcomes across the City and has been recognized by the National Strategies as key to the development of a coherent quality assurance framework.
- Transfer the Management Support to Schools Service under the direct responsibility of the Head of Operations.

4.5 A variation in assignment document is attached at **Appendix 4** to reflect the number of changes proposed.

## **5 BUSINESS BENEFITS**

5.1 Effecting the changes would bring about a number of key benefits for the Service. Senior Managers would be allowed to focus on strategic management and quality assurance so that the improvement agenda can be driven more aggressively in terms of pace of change.

5.2 Through the separation of core and service delivery, the required skills in delivering customer focused operational services to quality and budget are clearly focused to the strengths of individuals so that the best combination of business experience and educational experience are combined effectively to support improved outcomes for children.

5.3 Recruitment to permanent posts of School Effectiveness Officers would enable us to better achieve the statutory functions of the authority in relation to challenge and support of schools

## **6. CONCLUSION**

- 6.1 The key partners and stakeholders to benefit from this realignment will be schools and children and young people in Manchester. This process should not only yield savings in budgets which can be reinvested for children's service delivery, but should also bring about improvements in educational outcomes for all children in Manchester. There is no reduction in service proposed.
- 6.2 The strengths identified by external partners in recent inspections will be further enhanced resulting in greater confidence in Manchester to raise the attainment and close the gap with national averages.
- 6.3 Schools will benefit from a clearer distinction between the different functions of Education Services and in particular clarity in respect of the authority's commissioning role.

## **7 OUT OF SCOPE**

- 7.1 The new structure of the 14-19 Team is excluded from this realignment and will be put before Committee under a separate report.

## **8 COMMENTS OF HEAD OF CORPORATE PERSONNEL**

- 8.1 I have discussed this report with the Director of the Children's Services and support the proposals for the realignment of the service.
- 8.2 These changes will bring about opportunities to develop capacity within the service which will strengthen our strategic position and enable us to focus on delivering high quality services to schools.

## **ATTACHED AS APPENDICES**

- 1. Transferred Structure
- 2. Education Services Realignment Variation in Assignment – May 2009
- 3. Existing Management Structure
- 4. Proposed Structure