

Education and Skills Authority

Organisational Design

2nd Tier Structure



Education & Skills Authority

Implementation Team

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1.0 Introduction

This paper sets out the high level organisation design of the Education and Skills Authority (ESA). It describes the context within which the design of the structure has been considered and provides an overview of the approach taken in designing the new structure. It presents the proposed structure of the new organisation.

1.1 The Organisation Design Context for ESA

The Department of Education's vision for education in Northern Ireland is

“To educate and develop the young people of Northern Ireland to the highest possible standards, providing equality of access for all”.

As a key policy initiative, it is essential that the Review of Public Administration (RPA) is taken forward in a way that contributes to the realisation of this vision and the achievement of the desired strategic outcomes for education. These cover a wide range of aspects of education and learning. Their central focus is on developing young people to reach their full potential through the provision of a wide variety of suitable and flexible learning opportunities, appropriately resourced and efficiently and effectively organised, that are delivered with the support of education staff, parents and the community. Children and young people, and the raising of education quality and the improvement of education outcomes, are therefore at the heart of all that the education sector is seeking to achieve.

To ensure that the RPA contributes as much as possible to the delivery of key education outcomes, the new arrangements must realise the desired

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improvements in administrative structures, processes and relationships. The implementation of the RPA in education should therefore:

- enhance the capability of schools, youth settings and other education providers to deliver high quality education and raise standards;
- support the continued development of a highly skilled and motivated workforce that is efficiently and effectively organised and deployed to deliver high quality education services;
- establish a clear and effective planning and accountability framework; and
- create a simpler, more efficient and effective administration system.

From an administrative perspective, the RPA should deliver benefits through:

- streamlining education administration;
- realising economies of scale;
- delivering services in a more efficient way;
- releasing resources to improve the quality of services at the front line; and
- improving the speed, consistency and coherence of decision making and policy implementation.

In addition, the RPA provides a vital opportunity to review key relationships within the education sector, to clarify roles and responsibilities and brigade functions in a more effective way. In particular, it provides the opportunity to put the improvement agenda at the centre of education policy and administration and to support and develop schools and youth settings in delivering better education outcomes.

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Role of Department of Education

The RPA has significant implications for all bodies in the education sector, including the Department of Education. Under the new arrangements, it is intended that the Department will:

- Focus on strategy and policy development. This means a critical role for the Department in setting the education agenda in the longer term and determining the policies to be developed in order to deliver the strategic intent of the Department.
- Continue to play the lead role in accounting for the performance of the education sector and retain its responsibility for securing the delivery of the resources required to improve educational outcomes - the Department has a clear responsibility for accountability and performance management.
- Establish appropriate standards and targets to guide the delivery of services. The Department will ensure performance primarily by setting strategic targets, tracking outcomes and applying strategic levers to ensure that ESA maintains a focus on delivering those outcomes (performance monitoring).
- Apply incentives and sanctions to drive performance improvements (performance management).

Role of the Education and Skills Authority (ESA)

ESA will assume the direct front-line operational activities currently carried out by parts of DE, DEL and the existing education support bodies. ESA will therefore have responsibility for:

- Performance management of the school system. While responsibility for the delivery of improved educational outcomes will remain within the

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school, ESA will support DE policy by monitoring school performance and acting to improve outcomes through providing information, advice and support; developing leadership skills across the education sector; securing training for teaching and non-teaching staff; and intervening as necessary where progress is unsatisfactory.

- Area planning, procurement and delivery of the education estate: ESA will be responsible for implementing area planning of the schools and youth estate, in line with DE's sustainable schools policy and the Bain recommendations. ESA will develop a new procurement service to streamline and improve the efficiency and effectiveness of the procurement and delivery of the education estate.
- Skills Agenda: ESA will have responsibility for implementing the 14-19 policy and the development of skills among young people in line with the policies of DE and DEL.
- Children's Services: ESA will support DE policy by working to improve the quality and range of services and, in particular, developing more integrated delivery arrangements that better meet the needs of children and young people.
- Operational planning and delivery of school support services: ESA will be responsible for the delivery of a range of support services including transport, meals, cleaning, caretaking, pay and pensions for teaching and non-teaching staff; etc.
- Community Planning: ESA will work with local government on the development of community plans.

1.2 Developing a new organisation structure for ESA

The ESA Implementation Team, working with PA Consulting Group, adopted a structured approach to the design of the new organisation. In line with best

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practice, the process involved the following steps (Appendix 1, “9 Steps to Organisation Design”):

- Consideration of the primary goals and objectives of the new organisation. This recognised the Department’s increased focus on raising educational standards, strategic and area planning and children’s services.
- Developing an understanding of the business operations of the new organisation, in particular what the new organisation must do to satisfy its stakeholders.
- Identifying the key activities required to perform the organisation’s processes.
- Finally, the clustering of service areas was considered in the light of a possible new approach to the design of education administration. The initial focus, as set out in this paper, has been on the development of the second tier structure.

The Design Team also considered the areas of work currently undertaken by the existing organisations and how they are configured. Given the implementation objective of managing service continuity as the new organisation develops, it was important to develop an understanding of current resources and how they are allocated. This was facilitated through the creation of a workforce data base covering all the existing education organisations.

In addition, consideration was also taken of how other organisations are structured to meet similar challenges (for example in relation to the role of Director of Children’s Services).

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As part of the process a series of workshops was held with over 30 School Principals to develop an end-user view of school support services (see Appendix 2 for a summary of this information). A workshop was also held with the Chief Executive Officers of the legacy organisations. The agenda for the workshop was a consideration of the objectives of ESA, the activities required to fulfil these objectives, the key service clusters and the implications for the organisation structure of ESA.

The result of this activity has been to categorise the range of service areas across which ESA will be expected to deliver. These can be highlighted below (more information on each of these areas can be found in appendix 4):-

- **Education quality and leadership** – activities directed towards the raising of standards within educational organisations, including provision of management information, advice and support to Principals and Governors. This includes professional development of teaching staff.
- **Area Planning, infrastructure and investment** – activities directed towards the strategic and area planning, development and procurement of the education estate.
- **Children and young people services** – activities directed towards supporting and championing the needs of children including special needs support, education welfare and child protection and youth services.
- **Education support services** – activities directed towards the provision of support services that enable the schools to function efficiently (school meals, cleaning, transport etc).
- **Curriculum, qualifications and assessment** – activities directed towards the provision of qualifications and support for the curriculum.

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- **People Development** – activities directed towards the management and development of the non-teaching resource within the education sector.
- **Finance and Corporate Services** – activities directed towards ensuring financial control of the education budget and the effective financial management of the education sector.
- **Business change and performance management** – activities initially directed towards managing the transition to the establishment of ESA and thereafter developing and leading a coherent transformation agenda. Also, managing the office of the CEO and core tasks related to communications and performance management across the organisation.

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1.3. Proposed 2nd Tier Structure for ESA

The “service clusters” outlined form the basis of the structure of the new organisation. This is presented below:-

Chief Executive Officer							
Director of Education Quality & Leadership Support	Director of Area Planning, Infrastructure & Investment	Director of Children & Young People Services	Director of Curriculum, Qualifications & Assessment	Director of Education Support Services	Director of People Development	Director of Finance & Corporate Services	Director of Business Change and Performance Management
Support to schools to raise standards	Area Planning	Child Protection	Examinations, Assessment	Meals	Leadership & Development	Financial Planning	Change Management Strategy
Liaison with BoGs and Trustees	EIPS	Social Inclusion	Awarding Qualifications	Transport	HR Support Services	Financial Accounting	Transition Planning with DE on legislation and guidance
Monitoring Performance Improvement	Capital Works	Special Education	Curriculum Support / Development	Cleaning & Caretaking	Employing Authority Role	Management Accounting	Relationships with EAF and advisory bodies
Teacher Networks & Peer Support	Property Services	Education Welfare	14–19 Agenda / links with FE / Training	Procurement of Goods & Services	Equality	ICT	Liaison with DE on policy developments
Liaison with DE/ETI	Asset Management	Education Psychology		Vehicle Maintenance	ESA HRM	Corporate Services	Programme Management / coordination
Professional Development for Teachers	Health & Safety	Alternative Education Provision		Grounds Maintenance	Recruitment & Support of BoG	LMS Budgets	Business development / organisation change
Programme Management/ Coordination	ESA Accommodation	Youth Services		Legal & Insurance	Recruitment	ICT Support to Schools	Support for CEO & ESA Board
Benchmarking		Early Years & Pre-School		Transfer Arrangements	Industrial Relations	Payroll	Strategic and business planning
Research & Statistics		Community Relations Programme		Awards & Benefits			Business Excellence and Performance management
		Peripatetic Services		School Libraries			Communications / PR / Media
							Internal Audit

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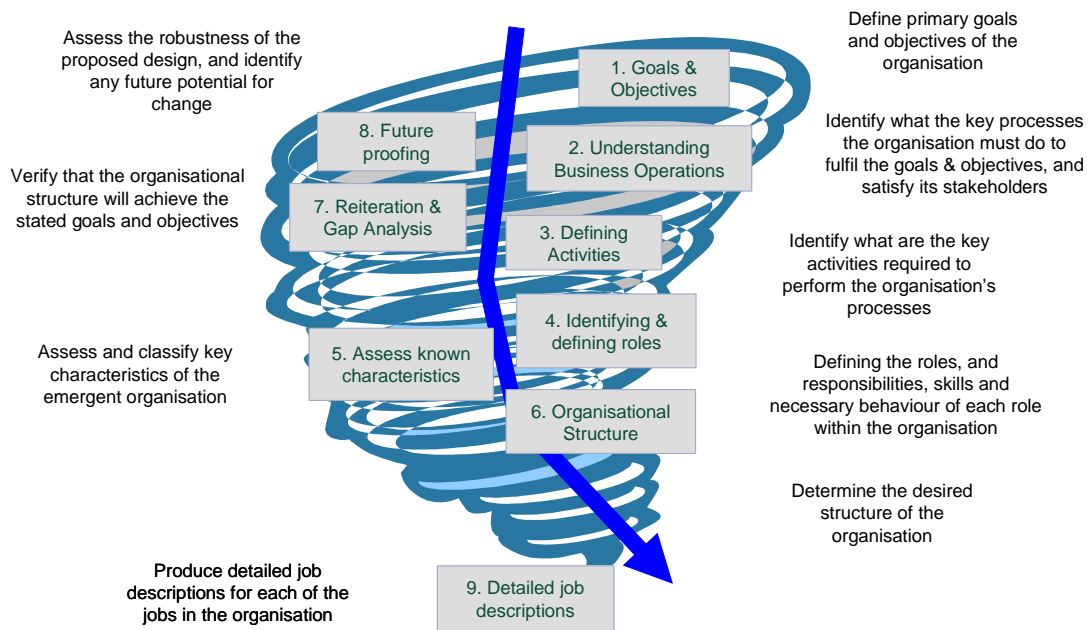
Level of Posts

The Director (second tier) positions in ESA will be very substantial posts. ESA, when established, will be one of the largest public sector organisations in Northern Ireland with a recurrent budget of around £1.6 billion per annum and an anticipated capital spend over the next 10 years of around £3 billion. It will have a workforce of over 40,000 teaching and non-teaching staff. Director posts have responsibility for the delivery of services that cover all of Northern Ireland, for the professional leadership of a substantial number of staff and for the management of significant budgets.

The applicant pool for these posts will largely comprise the existing Chief Executive and 2nd tier officers within the RPA Affected Group and it is intended that the 8 Director posts will be at a level similar to the existing Chief Executives of the Education and Library Boards. This would be broadly comparable to the 2nd tier posts within the Health and Social Care Authority (11 posts) and Chief Executive level for the 5 new Health Trusts (apart from Belfast which is slightly higher).

Appendix 1: PA Consulting Group - Approach to Organisation Design

The 9 Steps to Organisation Design



Appendix 2: Summary Views of School Principals¹

Key Messages – Overview

Services that ESA should provide:-			
<p>Services to help develop leadership within Schools (Governors, Principals, Senior Management)</p>	<p>Services to help Principals manage their organisations (HR, IT, Management Information)</p>	<p>Services to support teachers in the classroom (to enable curriculum change)</p>	<p>Services to co-ordinate and Support children with social problems outside the school (Special Needs, Education Welfare, Psychology)</p>
<p>To support school improvement ESA must</p> <ul style="list-style-type: none"> - Have credibility with all schools - Promote and share good practice - Provide services according to need - Ensure consistency and quality of services - Give Schools flexibility to purchase support services - Understand the business of schools 			

¹This is a summary of the views expressed at workshops involving 30 Primary and Post-Primary School Principals in March this year.

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Appendix 3: Summary View of Education Chief Executive Officers

The key business clusters mentioned can be highlighted below:-

- **Financial Management** – salaries, accounts, procurement. The need for a financial management function for the new organisation was taken as a given. The need for a centralised procurement function was mentioned.
- **Education Management Services** – CCEA, Curriculum Support, Youth Service. A critical component to the raising of standards within schools. There was recognition that this cluster could be organised in a number of ways e.g. with a single head of service or a range of service heads responsible for a number of “education support” areas.
- **Pupil Support Services** – transport, meals, grants, cleaning (operational support services) – this cluster involves the ancillary services to organisations – issues around regional management v local service presence. Need for both.
- **Property Services** – area planning, community planning. Critical area moving forward, particularly in relation to the changing structure of local government. Assumptions around co-terminosity need to be addressed.
- **Professional services** – CASS, coaching/supporting schools, raising standards – described as the engine room for raising standards (debate around whether this could be included as part of education management services). The need to “coach” schools along a path of maximised supported autonomy was considered a useful model in part. The CCMS example of multidisciplinary teams dealing with particular schools was highlighted. There was discussion around the number of schools that each team would engage with – the CCMS model of 100 schools for each

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“team” was mentioned. Decisions on the level of support required will be critical – i.e. extensive support will, of necessity, require additional resources to service

- **Children’s Services** – child proofing policies and procedures, EWO, Psychology, Child protection, community planning, joining up service provision, special needs. Discussion around a “children’s commissioner” type role versus an executive function. In relation to the latter there was a perceived need to have a more integrated approach to the delivery of children’s services, liaison with the Department of Health, Social Services and Public Safety (DHSSPS), co-ordinated delivery of services to children (psychology services, EWO etc)
- **Corporate Services**
- **Business Change** - managing the transition to the new organisation, post April 08.
- **Internal Audit** – reporting directly to the CEO

In conclusion, the meeting considered the opportunities provided by the establishment of ESA. They include:-

Opportunities for Change – things that could be done better

Strengthening the role of governors
Accountability and governance (“critical friend”)
Area / Community Planning
Children’s Services
Management Information, Advice and Research
HR / Employing Authority role

Appendix 4: Service Clusters

Education Quality and Leadership Support

Statement of Primary Purpose
<i>The goal of education quality and leadership support is to:</i>
<ul style="list-style-type: none">▪ Improve education outcomes▪ Develop leadership skills at all levels across the education sector
<i>by delivering to schools:</i>
<ul style="list-style-type: none">• Information on performance of schools• Support through:<ul style="list-style-type: none">o Developing leadership capabilityo Facilitating collaboration with other schoolso Facilitating discussions on peer support and best practiceo Advice and Guidanceo Governor support
<i>through:</i>
<ul style="list-style-type: none">• Support programmes for schools• Leadership development initiatives• Management information, research and advice• Professional Development for Teachers• Teacher Networks and Peer Support

Area Planning, Infrastructure and Investment

Statement of Primary Purpose:
<i>The goal of area planning, infrastructure and investment is to :</i>
<ul style="list-style-type: none">▪ Ensure a strategic approach to the development and procurement of the education estate
<i>by delivering to the education sector:</i>
<ul style="list-style-type: none">• Area planning• Investment planning• Property services
<i>through:</i>
<ul style="list-style-type: none">• Capital works• Procurement (EIPS)• Professional property services• Contract management support• Health and safety• Minor works maintenance

Children and Young Peoples Services

Statement of Primary Purpose:
<i>The goal of Children and Young Peoples Services is to :</i>
<ul style="list-style-type: none">▪ Provide a coherent and co-ordinated approach to the delivery of children's services that support Schools and Pupils to participate in the learning process
<i>by delivering to educational organisations, pupils and families:</i>
<ul style="list-style-type: none">• An integrated approach to school welfare services• A co-ordinated approach to linkages with other agencies• Services that support the core learning environment
<i>through:</i>
<ul style="list-style-type: none">• Special education needs support• Education Psychology Services• Child protection• Education welfare services• Alternative education provision• Youth services• Community relations programme• Early years and Pre-school services• Social inclusion• Community planning• Peripatetic services

Curriculum, Qualifications and Assessment

Statement of Primary Purpose:
<i>The goal of curriculum, qualifications and assessment is to :</i>
<ul style="list-style-type: none">▪ Ensure the effective management of the qualifications and examinations system and development of the curriculum
<i>by delivering to educational organisations and pupils</i>
<ul style="list-style-type: none">• Provision of examinations and assessment• Curriculum development and support
<i>through:</i>
<ul style="list-style-type: none">• Advice to DE• Awarding of qualifications• Development of assessment arrangements• C2K Support• Developing linkages with FE Colleges• Regulatory authority functions

Educational Support Services

Statement of Primary Purpose:
<i>The goal of educational support services is to :</i>
<ul style="list-style-type: none">▪ Provide a coherent and co-ordinated approach to the effective delivery of ancillary services that support the learning environment within schools and other educational organisations
<i>by delivering to educational organisations:</i>
<ul style="list-style-type: none">• A wide range of ancillary and support services• A regional approach to service delivery
<i>through:</i>
<ul style="list-style-type: none">• A province wide approach to service management in the following areas:-<ul style="list-style-type: none">• school meals• transport• cleaning• grounds maintenance• Procurement of goods and services• legal and insurance• awards & benefits• school libraries• transfer arrangements

People Development

Statement of Primary Purpose:
<i>The goal of People Development is to :</i>
<ul style="list-style-type: none">▪ manage and develop the non-teaching staff within ESA and the education sector and provide professional HRM support to schools
<i>by delivering to educational organisations:</i>
<ul style="list-style-type: none">• Management development initiatives• HRM support to schools• Support to Boards of Governors• Motivation, retention and reward of staff
<i>through:</i>
<ul style="list-style-type: none">• Professional HRM staff• Delivering 'Employing Authority' role• Employee relations services• Recruitment• Learning and development• Industrial Relations• Equality

Finance and Corporate Services

Statement of Primary Purpose:
<i>The goal of finance and corporate services is to :</i>
<ul style="list-style-type: none">▪ Ensure financial control of the education budget and the effective financial management of the education sector
<i>by delivering :</i>
<ul style="list-style-type: none">• Financial management information• Budget management• Financial planning• corporate services
<i>through:</i>
<ul style="list-style-type: none">• Financial planning and control activities• LMS budget management• Payroll services• ICT strategic management and support

Business Change and Performance Management

Statement of Primary Purpose:
<i>The goal of Business Change and Performance Management is to :</i>
<ul style="list-style-type: none">▪ Manage the transition to the new organisation and lead the transformation programme within ESA
<i>by delivering and implementing:</i>
<ul style="list-style-type: none">• A Change Management Strategy• Transition Planning• Strategic and Business Planning• Performance Management• High quality communications
<i>through:</i>
<ul style="list-style-type: none">• Close working relationship with DE• Liaison with legacy organisations• Developing new relationships with EAF and advisory bodies• Providing support to Chief Executive and ESA Board• Delivering on Business Excellence and Organisational Change