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MANAGING DEVOLUTION : WEST GLAMORGAN 1985-1988
FINANCIAL DELEGATION TO SCHOOLS

John Curtis Grove

A Thesis Submitted in Candidature for the Degree of
Master of Philosophy at the University of Wales

University College of Swansea

1995

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DEDICATION

TO MY WIFE AND FAMILY WHOSE SUPPORT
IS CHERISHED

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I wish to express my gratitude to my supervisors, Professor Ray Bolam and Professor Michael Williams, for their guidance during the period leading up to the presentation of this thesis.

I am grateful, also, to the staff of the Department of Education and the Education Library for their frequent and timely assistance.

The accumulation of data was made possible by the much appreciated co-operation of the Director and officers of the Education Department, consultant colleagues, headteachers and senior staff of schools.

DECLARATION

This work has not previously been accepted in substance for any degree and is not being concurrently submitted in candidature for any degree.

Signed *U* *U* (candidate)
Date *18.11.94*

STATEMENT

This thesis is the result of my own investigation except where otherwise stated. References apply to the appended bibliography.

Signed *J.C. Gravel* (candidate)
Date *18.11.94*

Signed *Michael D.* (supervisor)
Date *November 18. 1994.*

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ABSTRACT

This investigation focuses on the delegation of financial and managerial responsibility to secondary and primary schools by the West Glamorgan Local Education Authority during the period 1985-1988.

The management of this change is explained in the context of the influence of central government policies, an appreciation by local officers of the opportunity to reorganise the Education Department structurally, significance placed on a pilot scheme, the co-operation of other county departments and an awareness of the value of transference of certain administrative tasks to educational institutions.

The research methods used have depended on the following:

1. Collation and analysis of data accumulated through personal participation in planning groups;
2. Acquisition of expressions of attitude and opinion of headteachers in formal joint consultative meetings;
3. Surveys of school-based resources and contributions of departmental sections in support of schools;
4. Structured interviews with officers and members of school management;
5. Questionnaires on organisation of school management and demands of administration on allocated finance;
6. Analysis of administrative procedures involving allocation of funds and subsequent budgetary control;
7. Assessment of the relationships between Local Financial Management and the introduction of Local Management of Schools.

The overall findings of this research include: early recognition of the need for change, preliminary effective structural reorganisation, ready acceptance by senior officers of the importance of consultation, a determination to make progress in times of financial restraint, the successful contribution of the LFM pilot scheme, the manifestly recognisable administrative skills of middle and senior officers which resulted in support for schools without widespread financial commitment and the largely constructive attitudes of headteachers.

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INTRODUCTION

The opportunity to carry out this study, which almost entirely concentrates on the secondary sector, resulted from the secondment of the writer, who had completed sixteen years as headmaster of a large comprehensive school in the county, to the post of Education Consultant to the West Glamorgan Local Education Authority (LEA) in September 1985. The appointment was made at a time when plans were already in hand for the delegation of administrative and financial management to schools and colleges. The Education Committee and its chief officers had taken decisions which placed West Glamorgan among leading LEAs in devolution planning. To develop this policy, it was considered essential to establish appropriate on-going relationships between central and institutional elements. One of the ways whereby this process could be expedited was the effective participation of an experienced headteacher from within the LEA.

The initial terms of reference were as follows:-

"... to give advice and guidance to senior officers within the Authority and to headteachers and principals, on the various aspects of devolution of tasks at institutional level. The major focus of responsibility would be in the sphere of school/college devolution but, at the same time, the Authority would be anxious to harness your expertise in other ways. This can be a matter of further mutual dialogue, and, in particular, the co-ordination of management training; other in-service activities for headteacher colleagues will require an emphasis" (Letter of appointment CH/RC 11th July 1985).

There were three relevant hypotheses: there was a need for change; in its nature and pace the change was strategically planned; there were distinct aims of reorganisation.

Even the first remark of the Director of Education, addressing a seminar of headteachers (16.7.85), incorporated ultimate aspirations:

"Our long-term objective is an enabling process with administrative and financial freedom leading to curriculum development".

A national economy in recession (Hewton 1986) forced the education service to face continuous demands for savings at a time of falling pupil rolls and calls for value for money. Impact of economic and political circumstances on education policy-making (McNay and Ozga 1985) affected relationships between the Department of Education and Science (DES) and LEAs. The purpose of this investigation, concentrating on a three-year formative period, is two-fold: first, to trace the sequential influence of national policy which originated in a determination to restrict government spending but still to achieve educational effectiveness stimulated in an environment of informed choice; second, the establishment of a record of the largely responsive ways in which a particular LEA managed changes in resourcing its secondary schools, and to a lesser degree, its colleges of tertiary education and primary schools.

We review the changes which took place, the managerial patterns which ensued at system and institutional levels, the motives prompting those actions and the operational success which followed the application of announced principles as a prelude to institutionalised financial autonomy and elevated systems of reinforcement of schools.

In the context of these research aims, the methodology used is primarily based on historical narrative. The progressive nature of the overall theme of LEA provision, within a defined and limited time span, is reflected in the developing presentation of information, the confirmed existence of which appears justified in its own right. It emphasises the significance of data accumulation and its reliance on documentation existing as central office and institutional records.

The logistical scale of source material produced in day-to-day administration as a means of ensuring, and evidence of, practical application of policy, unlike the LEA decisions recorded in committee minutes in county archives, is not retained indefinitely. The validity of such policy statements and the practice generated thereby can be judged in terms of the degree to which they reflect consequences of central government intent and the efficacy of related funding levels.

Studies based on the use of questionnaires were difficult to

establish in LEA offices: it was concluded that this method of inquiry would be less well received than personal interviews with individuals involved in routine local government work. The application of formal techniques, therefore, is restricted to examples of sectional functions over a short typical period. Details of tangible support of schools, being a matter of numerical reality, were more conducive to written responses and short-term record-keeping. They are confined to specific topics and the secondary sector.

The result is a reliability quantitatively unmatched by statistical application. At least, it can be claimed that, whatever the number of secondary schools available, the totality of one field in which the LEA was expected to operate is portrayed.

On-going interviews concentrated on two areas: first, on officers who contributed to the establishment of a revised administrative structure, consequential operations and commentaries on effects of the availability of finance; second, structured interviews with headteachers and staff to articulate evaluatory reactions to the above activities and to assess success levels in the management of change in schools.

In the first chapter, the national context is examined, both in relation to policy initiatives of the central government, in which ideas on the need for change were being presented, and with reference to similar goals in other LEAs.

In the next section, made up of Chapters 2, 3 and 4, it is intended to indicate how recognition of the need for change in West Glamorgan led to the recommendation and introduction of reorganisation in central and school/college administration; and the ways in which statutory obligations were translated into detailed articles of government of schools and committee authorisation as vehicles of change.

Chapter 5 covers the early planning and emphasises deliberately contrived consultation in various forms.

The basis for discussion of the evolution of delegated financial responsibilities is included in Chapter 6. The range of possibilities for the school budget and the interim solution of the basic school allowance, with its associated implications, are seen to make up the focal point of earliest changes.

Chapters 7 and 8 deal with the servicing of schools in areas of administrative procedures; including accuracy of budgetary control, solution of day-to-day problems and rationalisation of documentation.

In Chapter 9 we survey the Local Financial Management (LFM) pilot scheme for selected schools.

As a conclusion, Chapter 10 is an attempt to review the extent to which original ideas had developed, the low-key position of evaluation in the county and how the preparations

were made for the transition from LFM to Local Management of Schools (LMS) in its fullest possible mode.

Throughout the thesis there is a focus on the significance of interactive contributions from all participants in what the evidence suggests has been a successful, albeit so far incomplete, development in West Glamorgan. The import of certain components of the educational scene has been significant throughout: among these are the servicing of the discerned and covert curriculum, the professionalism of teachers, role enhancement of clerical staff, the broadening of managerial functions and the incentives and challenge in purposeful provision of support by administrators.

By these means the reorganisation was composed of the following features: initial concentration on revision of the administrative base; attendant realignment of financial resources; operational efficiency through professional development of personnel and technological support; near maximisation of delegation of financial management.

Relevant literature, verbal presentations and research papers have been reviewed: references to these are acknowledged. Office and school staff have been quoted while participating directly in formal consultation and spontaneous liaison. Through the co-operation of officers centrally and colleagues elsewhere, it has been possible to reproduce documentary records to illustrate each stage of development.

The relationship between central government and LEAs has been an issue of increasing interest in recent years as a series of Conservative administrators have sought to alter the balance of power and authority between the Department of Education and Science (DES) (now Department For Education, DFE) /Welsh Office (WO) and LEAs. An example of the flow of government publications is DES (1984) which contained proposals affecting responsibilities at all levels and the needs on a national scale which the whole field of education was expected to fill. It is intended in this first chapter to indicate how these circumstances led to changes; and how innovation was defined, recommended, encouraged, introduced and monitored.

The background to devolution is dominated by this policy of the national government which sought a general improvement in local authority services including quality in education. The changes considered necessary required expenditure which would have to be met from existing levels of funding. This prompted the need for value for money, "using the available resources to yield the best possible return" (DES 1985, 90); with a higher standard of resource management encouraged by delegation to governors and headteachers of responsibility and authority to control a large proportion of their own budgets.

"The increased pressure on resources for education, caused by the UK economy's persistent difficulties, is the context with which education managers at system and institutional level must work." (Thomas 1985(a), 125)

Attention was focused on budgetary control as financial realignments were made for planned improvements. Emphasis on overall management increased as diverse administrative areas of concern became subject to potential change: management accounting rather than stewardship accounting (Levacic 1989).

Dissatisfaction has arisen at various times since 1979, expressed, for example, by the Audit Commission (1986) with reference to regular reports from Her Majesty's Inspectorate, as attention was drawn to an insufficiency of appropriate public examination grades, the high proportion, compared to the situation elsewhere in Western Europe, of sixteen year-old leavers, pupil absence rates, the inadequacy of the current curriculum, the incidence of sickness and industrial action as barometers of teacher morale, and difficulties in replacing headteachers. The analysis of the Audit Commission (1986) was harsh in this respect.

Audit Commission (1984) recommendations related to capacity of schools could include educational, social and humane consequences as well as financial ones. It was not assumed by such commentators that any transfer of responsibility would be a universal panacea but a suggestion for any part of this general picture, especially an all-pervading one, becoming reality, would appear to have been justified. The government view was expounded in the 'Financial Management Initiative', introduced by Prime Minister Thatcher in May 1982 and quoted by the Audit Commission: it stressed the need for revision of

procedures in all departments and reinforced the environment in which delegation to schools should be encouraged. Similar opinions were being put into practice in other countries outside Great Britain (Hill et al 1990).

Ways of achieving quality were sought through legislation. In the financial year 1984/85, the proportion of local authority funds available for education was 48.9%; in 1985/86, £630.3m. out of £1,309.0m. was equivalent to 48.1% (Rate Support Grant Settlement). Thus, with education costing approximately fifty per cent of local authority revenue totals, the work of the LEA was destined to attract close scrutiny.

The Local Government Finance Act (Finance Act 1982) established the Audit Commission to monitor and promote, without passing judgement upon, the execution of central government policy; and a code of practice by which its work could be carried out. Chapter 32 of the Act was enacted on 13th July 1982 and -

"...for the purposes (of which)...there shall be a body to be known as the Audit Commission for Local Authorities in England and Wales" (Part 3 Sect:11.1),

receiving direction in the discharge of its functions from the Secretary of State (Schedule 3). It was to appoint auditors with right of access to local government documents and -

"to construct and review a Code of Audit Practice to be approved by a resolution of both Houses of Parliament".

ADVANTAGES

While checking the regularity of accounts, for example for the financial year ending 31st March 1984, approximately fifty per cent of the time allotted by the Commission to each LEA was devoted to seeing that expenditure was undertaken on a properly legal basis. The balance of the time was available for assistance in identifying specific opportunities to fulfil the aim of securing better value at local level.

This was of considerable advantage to the local authority. First, publication of the Handbook, Volumes 1 and 2 (Audit Commission 1982/84) was an extension of the expression of central government policy, with an explanation of an encouraging, underlying philosophy, readily accessible for reference purposes.

The major challenge facing LEAs was the need for successful management to answer increasing demands - fuelled by demographic, economic and social trends. This was simultaneously exacerbated by limitations on resources caused by reduction in real terms of central support which, in turn, conflicted with calls for improved services but at less cost, also, to ratepayers. 'Value for Money' may be defined as securing greater benefits at equivalent cost or the same benefit at lower cost.

Effectiveness was assessed by reference to a framework of organisational elements which stimulated councils to identify

and demonstrate good practice, and which reflected the philosophy on which concepts of LFM, as LEA political and administrative priorities emerged, were later to be based.

These elements were: vision - what the LEA is seeking to be or achieve; strategy - how this vision is translated into reality; structure - the way the authority (its members, officers and staff) is organised to implement the strategy; systems - the way in which the people in the organisation plan, decide, control and monitor day to day actions as well as longer term progress; staffing and skills - the way in which the critical human resource in every authority is acquired, trained, deployed, motivated and rewarded; style - the 'way we do things' and the way members, officers, and employees relate to each other and those they are there to serve.

Following Section 15(c) of the Finance Act, the Code stated:

"The achievement of economy, efficiency and effectiveness depends upon the existence of sound arrangements for the planning of appraisal, control and authorisation of its use of resources. It is management's responsibility to establish these arrangements and to ensure that they are working properly".

The second advantage accrued as the auditing work necessitated the presentation of an annual profile of county spending (an unpublished document of limited circulation). This included statistics on expenditure by the LEA's Education Department under headings, some of which were relevant to devolution. For example, the 1983/84 West Glamorgan profile referred to an expenditure per secondary pupil of £1127.00 with

a 'family' average of £973.00 for the eighteen non-metropolitan counties grouped for purposes of comparison. Figure 1.1 shows books and equipment costs per secondary pupil were £37.00 (average £38.00) or 3.2% of gross expenditure.

Figure 1.1 'Capitation' Percentages 1983/88.

	BOOKS AND EQUIPMENT	GROSS EXPENDITURE	
PRIMARY	£	£	%
1983/84	23.00	747.00	3.078
1984/85	22.00	784.00	2.806
1985/86	22.00	804.00	2.736
1986/87	25.30	844.40	2.996
1987/88	25.70	959.80	2.678
1988/89	26.90	1139.20	2.361
SECONDARY			
1983/84	37.00	1127.00	3.283
1984/85	35.00	1176.00	2.976
1985/86	38.00	1211.00	3.138
1986/87	45.20	1281.80	3.526
1987/88	52.90	1473.10	3.591
1988/89	55.80	1765.80	3.160

Source: Annual Education Revenue Budgets

The percentage did not compare favourably with the general assessment of responsibility for 5% made by the Audit Commission (1984) when it was recommended to extend control of budget headings to cover from 5% to 25% of annual expenditure.

Data were collected in 'projects' of which those on purchasing and school meals were significant in a secondary and primary context.

In purchasing, references were made to the favourable effects of standardisation of books and equipment to eliminate unnecessary variety while safeguarding quality; competitive tendering; terms arising from the potential advantages of

scale; controlling warehousing and distribution costs; direct buying independently and through consortia.

All received attention in subsequent planning in West Glamorgan, as did the gradualist or incrementalist (Fullan 1982) approach which reflected the need for a long term perspective on overall arrangements, as well as a recognition of the significance of allowing adequate time in the careful early phasing of change. It was possible to confirm opinions, mentioned later (Wilson 1987), that members of the LEA did not want too much innovation too quickly. Officers and members of the teaching profession required time to build up "educational trust" (Davies 1986, 169).

The third benefit arose from examples of the implementation of government policy in specific areas, following a study of 140 schools in twelve LEA areas (Audit Commission 1984), highlighting certain non-teaching costs in secondary schools. The evidence suggested possibilities of making savings and raising standards of work through the release of funds currently taken up by increasing surplus school places; reduction of costs in building maintenance; increased efficiency in the cleaning of schools; assistance in the likely achievement of such goals by increased institutional decision-making in informed communities.

Despite the emphasis on an advisory role, the Commission, following the Code of Practice, insisted that LEAs should be able to judge for themselves whether changes in their

management arrangements were likely to be helpful.

The message to LEAs and schools alike proclaimed the existence of a genuine opportunity. A realistic appraisal would expose the illogicality of the school situation, creating a need in itself since,

"only familiarity dulls our sense of disbelief...that educational finance should be allocated without local management and with the users kept largely in ignorance" (Knight 1984, 205).

MOMENTUM

Each LEA had its own particular requirements manifesting themselves as parochial problems, the solutions of which crystallised into published aims and objectives. In turn these were related to disparate definitions of delegated financial management. In this way reactions to recommendations, relayed and expanded from national government sources, gathered impetus.

Representatives of LEAs where devolution had occurred to a varying extent disseminated information on their experiences. In response to increasing inquiries, seminars were arranged, for example in Cambridge and Cheshire (March 1986), where position papers supplemented literature already available in the form of reports to committees, commissioned analyses in a consultative mode and commentaries published for general consumption. All contributed to the advancement of ideas of the nature of school autonomy and, in so doing, compiled a

diversity of approach confirming the independence of management functions featured in the advocacy of the Audit Commission approach.

Aspects in which this was reflected were the origins of the initial ideas and the created pattern of control. LEA officers, including pilot scheme organisers, and researchers were using varied terminology. Hudson (1984) and Downes (1988) list details of the early (1950) introduction of a 'cheque book scheme' based on responsibility for an augmented capitation; and describe Inner London Education Authority (ILEA) schools operating, in 1973, an 'authorised establishment'. 'Flexibility in control' of finance was the Cambridgeshire policy in November 1981 (Lee 1987); with the well documented 'LFM' scheme being introduced the following year (Downes 1986). The Solihull Education Committee Handbook (1981/82) is entitled 'Scheme of Financial Autonomy in Schools'; observing the same LEA Humphrey and Thomas (1986) refer to 'autonomy' and 'delegating financial control and responsibility' (p. 513). Knight (1984) chooses the chapter heading 'Autonomous School Budgets' (pp 191-205). Harrow Education Committee accepted a report on 'Financial Devolution to Schools' on 23.9.85. Davies and Cooper (1986) submitted a monograph on the 'Cheshire Cost Centre Scheme'.

Examples occurred where the initiative was not, as in the case of West Glamorgan, officer-led. Two areas benefited from the personal enthusiasm of individual politicians - in a

metropolitan borough (Humphrey and Thomas 1983a) and in a county authority (Lee 1987). Both schemes were proposed with a strength of conviction achieved through experience in business, where there existed principles of good housekeeping which could be applied to schools with recognition of an inseparable relationship between managing education and managing resources; and in the post of warden of a village college, where it was apparent that ability to make certain decisions would have been an obvious advantage. The successful adoption of the proposals was due to a fortunate combination of circumstances: officers and a nucleus of heads, also, were enthusiastic; the councillors, with a small number of like-minded colleagues, were sufficiently influential to provide the necessary political leadership in their respective LEAs and both recognised the advantage of working closely with an outside assessor. The introduction of one scheme was organised by a 'Chairman's Steering Group' (Director's report to the Review Evaluation Group, Cambridgeshire 8.3.85) - an indication of real commitment.

On the other hand, there was evidence of a positive move by those in charge of schools and colleges. One director introduced a report (Harrow 1985) to his Education Committee with the admission that recommendations for direct control, later referred to as 'spending power', had originated from repeated suggestions made by headteachers and principals. A lesser initial role was implied for officers who supported

these views, with the proviso that accountability should be safeguarded.

As schemes developed, the influence of headteachers extended into consultative groups. In the absence of any quantifying survey, but with reference to evaluatory submissions (for example Davies and Cooper 1986), it can be assumed that without dialogue with heads the effect of the process would have been nullified. The same source (p. 9) provides an example of a forthright contribution (1979/80) -

"...where the Headteachers had decided to include fuel costs within the scheme".

Though not always successful (for example, see telephone costs later), expressions of concern favourably affected policy in the destination of savings and a separate levy on the school allowance for 'management' purposes (Humphrey and Thomas 1983b and Cambridgeshire Education Committee 1986). Elected members tended to demand a major share of savings for the LEA but pressure from headteachers led to a change where schools benefited fully from any surplus. Secondly, all LEAs were compelled to plan how their delegation would be financed, especially in the provision of a planning team, but not, it was optimistically claimed, at the direct expense of the schools.

Another example of independence in the face of government suggestions was organisational. The 'Cost Centres' plan already mentioned was built up as a regional expansion from a group of secondary schools in a single Education District (Davies and Cooper 1986). In this confined geographical unit a limited

pilot programme was concentrated in 1976. The District Education Officer was given a key role in providing equity between schools with special, and differing, needs. (Contrast an additional resources allocation for positive discrimination in all Inner London schools from 1973). A District Finance Officer was nominated to administer a precept of ten per cent of the allowance of each school. In such cases, LEA size could be a critical factor. Unlike West Glamorgan, districts were to contribute, "with headquarters, in concentrating on methods of allocation, monitoring cost effectiveness and financial appraisal of policy developments" (p.4). In South Kent (Stewart 1992), area officers partnered headteachers and governors.

The evolution of transfer of even limited financial responsibility established budgetary control as a major feature of devolution, linking revised LEA functions with the mechanics of purchasing and accounting operations in schools. The idea of associated school-based decision-making had an impressive statutory pedigree. It encompassed the concept of virement, the alternative use of savings, carry-over of end-of-year surplus or deficit and a positive relationship with governors and parents. The latter, and a resultant more complete sense of corporate spirit, is summarised by Lee (1987) with a succinct progression; viz. interest - involvement - opinions - pressure - change - improvement.

A favourable reception of the aim to make decisions "closer than the LEA to the children" (Davies 1987, 370) was not

unexpected. It became a popular part of the culture wherever the subject was discussed. Sometimes it was taken for granted with limited amplification but more frequently the principle of decisions at the point of delivery was expressed with endorsements such as: the unit manager...aware of all the micro-circumstances which influence decisions; the prime objective...providing the best standard of education possible within the resources made available; utilisation of resources with beneficial redeployment; application of savings for an improved service; familiarity ensuring the identification of needs; control over a 'mix' of resources to obtain objectives; delegating accountability to the level at which decisions can be effectively taken.

It could be argued that this principle should be extended, with classroom teachers being closest to the actual education of young people and therefore in the best position to make decisions on prioritising and fulfilling their needs. This raises the question of staff participation. Knight (1984) recognises their familiarity with organisation of curriculum details and annual planning of a timetable of lessons; with a claim, also, that servicing subjects, departments or faculties would ensure a certain knowledge of financial matters. However, while an increased awareness of costs could develop among classroom teachers, it is doubtful if such work has been distributed beyond a comparatively small number of middle management levels. Devolution required top managers (Thomas

1987a) with the headteacher virtually entering the LEA line management. Such a philosophy emphasised,

"as a key element, the need for greater control by the school of organisation as well as resources"
(The Director of Education: Introduction to Conference, Cheshire, March 1986).

Others readily could be involved in staff committees but consultation makes demands on time. Torrington et al (1986) stress the advantages of participation in organisational dialogue, ideas shared by management and the ownership of resulting policies by teaching staff.

The same effect of experience would not apply to the headteacher and deputies for whom some control existed previously. As an example of the use of resources to achieve educational aims, general management of the curriculum, especially if previous discussion had taken place with LEA officers over a curriculum-driven policy, incorporated oversight of a major share of available funding, together with supporting staff, equipment, activities, materials and accommodation. It is agreed by Thomas (1982) that the role of headteacher as an educationalist is likely to be enhanced as autonomy for use of the school allowance is broadened. This was pertinent to education generally since -

"every factor affecting change implicates the leader in establishing the kind of organisational climate and conditions which make it possible to contend with the inevitable problems of implementation"
(Fullan 1982, 294).

On the other hand, doubts were expressed. A theoretical analysis is provided by Thomas (1987b), questioning assumptions

underlying the claim that managers in schools are "best placed for making choices which maximize efficiency" (P. 6): for example, the ability of teachers to make decisions reliant upon recognition of pupils' needs is not infallible. This scepticism can be supported when the significance of required diagnostic assistance from outside sources is realised.

ECONOMY, EFFICIENCY AND EFFECTIVENESS

The Audit Commission was empowered (Finance Act 1982, Section 26 (1))

"to make recommendations for improving economy, efficiency and effectiveness in the provision of local authority services....and for improving the financial and other management of such bodies".

This statement was repeated in reference to reports to be made on the impact of statutory provisions in Section 27(1). 'Efficiency' had been mentioned previously in government documents: parents were expected to send their children to school in such a way that an "efficient full-time education" (DES 1944, Section 37 (1)) could not be impaired; the Education Act 1980 required governing bodies to comply with parental preference of schools only without prejudice to

"the provision of efficient education and efficient use of resources" (Section 6 (3)(a)).

The aim survived (DES 1986) when it was planned for Articles of Government to authorise governors,

"... to judge whether expenditure in relation to their school represents economic, efficient and effective use of resources" (Section 29 (a)).

Government statements, for example DES (1985), continued to insist on the ultimate responsibility of each LEA for

"the effective management of the money it makes available".

However, successful implementation could result only if schools had sufficient autonomy. The twin concepts of value for money and institutional autonomy were linked when the belief was expressed that

"... the school's identity and sense of purpose will be enhanced and public expenditure will be deployed more effectively if each school is given a measure of delegation to spend it; and that cost-consciousness will be increased if the LEA and the school have a clearer picture of the amount and purposes of the expenditure incurred for each school" (Paragraph 246).

A trend towards these aims can be identified in the change from emphasis on costs in the two LEAs where the earliest schemes were introduced (Hudson 1984): one as early as 1950, although in this case the stated aim was to advance the capability to improve the education provided and merely the "avoidance of waste" (Audit Commission 1984). Harrow (1985) quotes a paradox in the way in which existing manpower, needed to administer previous arrangements, was efficient but did not necessarily spend the money to greatest effect and

"delegation should be cost-effective as well as encouraging the more effective use of resources".

A second principle was expressed as -

"Decentralised budgets should assume an annual contribution by schools to improved value for money in achieving budget targets".

The significance of such remarks was more easily understood when associated, as in this example, with a current medium term strategy requiring savings of £1.5m in 1986/87 and £1.1m in each of the two subsequent years.

In one LEA it was suggested (St.Peter's 1986) that the nature of early discussions implied a title of 'Local Financial Saving' rather than 'Local Financial Management', and that it was four years (from 1982) before schools and governors were persuaded that success did not depend on a credit balance at the end of the year.

As managerial roles were extended, quality of provision was associated with value for money and cost-effectiveness. Also, at this stage officers and elected members were seeking benefit for the LEA as well as institutions.

A director of education in a training situation (Esp 1986), described how the original objective of his Authority was "Cuts with Purpose" - seeking greater efficiency in schools but with savings in administration. Significantly and following a review in January 1987, the scheme became "incentive- but not budget-led", without seeking economies for their own sake. The aim was defined as:

"to create a climate and mechanisms which allow schools to plan and implement the most effective use of available resources for the maximum benefit of pupils".

Elsewhere the objective of financial management had been related, also, to availability:

"making efficient use of scarce resources" (Humphrey and Thomas 1983a).

Such references were part of the expression of the all-embracing aim embodied in the alliterative phrase - 'Economy, Efficiency and Effectiveness'. Its use in statutory documents gained for it a prominence which led to its inclusion in published and training presentations on a national scale in subsequent years.

Application of the three-worded formula in financial management suggested an intention by committed professional providers and practitioners, as a starting point, to refuse to accept and scarcely to contemplate, a reduction of standards, even in the face of relative stringency on the part of Central Government.

Confusion can arise over the meaning of the three words: Economy - more than frugality but not at the expense of standards; Efficiency - competence but especially in delivery; Effectiveness - the consequence of optimum accomplishment or outcome. Buchanan and Huczynski (1985) treat economy and quality, like quantity, as productivity criteria. Manufacturers, by expressing efficiency in terms of time and tangible output - something not possible in education - are able to calculate 'standard' (productive) hours as a percentage of 'attendance' (total) hours: this is a quantifiable term; as is profitability in the business world.

"Efficiency is a measure of the standard hours of output produced per operating hour" (Frogarty and Hoffmann 1983, 17).

Consensus is not evident among industrialists. Plosse (1985) suggests relevance to a wider company-based culture:

"operating efficiency - specifically, the need to maintain smooth, fast flow and a fairly stable rate of production for quality, morale, and cost considerations" (p. 217).

The same author claims equal advantage over educationalists in explaining effectiveness:

"Effective capacity is the portion of demonstrated capacity applied to making correct items" (p. 242).

Nevertheless, in educational usage rationalisation of these concepts persisted. Reid et al (1987) deplore a literature devoid of definitions but Esp (1987) believes it to be unnecessary in practice to "ride on the back of minimum resourcing", and to align policy more on the objective of productivity, which tended to revert back to cost-effectiveness, linked through virement to the best service for pupils.

Trainers developed a rather glib definition -

"Efficiency is concerned with doing things right: effectiveness is doing the right things" (West Glamorgan Management Training Course 1987).

This implied interpretation of the original value for money concept, as provision, not of the same level of education from reduced funds, but higher standards with the same funds. Economy took the form of organisation of savings which could be directed to alternative use, with appropriate quality and quantity at lowest cost. If the latter involved the response to a particular need, then greater efficiency would have been

achieved in the relationship between goods or services produced and the means of delivering them. Also, if in the judgement of those enjoying newly institutionalised responsibility, this was a priority and it had been fulfilled, then the result was increased effectiveness. It was a matter of valuation; the extent to which effective goals, and the intended results of the application of funds to non-financial needs (Summers 1987), were being established.

It is essential that change is synonymous with progress as implied by Fullan (1982), who explains the purpose of educational change as helping schools to accomplish their goals more effectively by replacing some programmes or practice with better ones. Of the two approaches in the theory of the management of change identified by Slater (1985), the rational sequence of inter-related components - research, development, dissemination, adoption and implementation - (in contrast to political assumptions) can be discerned, if not always clearly, in West Glamorgan.

Thus, in the introduction of reorganisation, the Audit Commission became the agent of government, providing guidance necessary for LEAs to implement central policy as applied to education. A limited number of areas had commenced schemes with the aim of effective use of resources. It became evident that this had administrative and managerial as well as financial implications. The next chapter deals with the earlier ways in which these ideas were to be applied in West Glamorgan.

In this chapter, an explanation is presented of the position in West Glamorgan with reference to two aspects: first, the organisation of the Education Department prior to 1985; second, the way in which Articles of Government of Schools and committee decisions provided links between national legislation and the education service.

During the 1980s, the national scene was characterised by political influence on the ways in which education was delivered, accommodated in its various institutions and subjected to what in general terms could be referred to as informed consumer preferences.

At local government level there was an awakening of the realisation that financial management, as a subject of further educational reform, politically and professionally, would affect many established functions of LEAs. In West Glamorgan, the absence of an ad hoc experimental stage in initial plans was one feature of a full commitment to the introduction of delegation. No doubts existed about whether or not reorganisation would take place - only the manner, extent and pace with which it could be achieved.

There were implications for all involved. Enlightened attitudes were required if elected members were to endorse radical policy decisions. The roles of education officers in

middle management were changing from being predominantly concerned with operational functions to increased participation in strategy and resource management. A revision of the central departmental structure was contemporaneous with the earliest transference of financial autonomy, within prescribed parameters, to individual institutions. The publication of information and the participation of parents were required by law (DES 1981). There was a more clearly defined statutory obligation on staff and governors to manage school expenditure with continuing accountability complementary to, and supportive of, professional priorities such as the formalised curricular policy of the LEA (DES 1986).

The ultimate responsibility of the LEA was in no way diminished by partial delegation. While future extension was anticipated, what the director of education referred to as

"..a full measure of managerial direction and control in a strategic and evaluatory role" (Review 1.7.85),

would remain. Indeed, failure to intervene in response to inadequacy in achievement of objectives in schools was not envisaged. Avoidance of such a situation was planned with a strong administrative department positively contributing advice and encouragement in the implementation of policy based on well-prepared consultative processes and up-dated professionally orientated procedures. Centrally derived guidance initially was vital.

Strategically, the pace of change was dictated in three ways. Expertise of chief officers in the democratic process

ensured the timely persuasion of members throughout the committee structure towards acceptance of new ideas; the phased technological advance provided innovation in financial systems and the movement, acquisition and storage of management information and administrative data; relationships between the major LEA departments evolved with the establishment of a corporate identity which fostered joint planning contributions in effective working party consultations and beneficial revision of operational procedures.

The contribution of the County Treasurer's Department was of paramount importance. Its responsibilities included control of the county's net expenditure which totalled, for example in 1987/88, £177,000,000; of which almost two-thirds was taken up by the education budget.

It was necessary to accept a greater degree of variation in certain practices if more decisions were to be made successfully at institutional level. The County Treasurer's officers expressed the opinion in planning meetings that at a time when responsibilities were being transferred away from the centre, paradoxically, an additional workload was created in their department.

The primary purposes of financial systems were to ensure that the Council fulfilled the statutory obligations to prepare a budget, make a precept for the following year and to produce final accounts for the preceding year. This would satisfy public accountability. The systems had tended to be fairly

rigid, determined by the needs of specialist staff; but flexibility was created in response to demands from a greater number of service managers, particularly with regard to the provision of information. In these circumstances, and to reinforce the corporate approach, the Treasurer's Department sought to act as a supplier of advice, financial expertise and support services; to replace the image exemplified by functions derived primarily from bureaucratic control.

In the Education Department, with the revised administrative structure in place, procedures were examined with the intention of ensuring maximum efficiency in the new environment and the development of tangible support for schools. The use of much documentation initially remained unchanged but investigations which, of necessity, preceded and accompanied planning sessions, at a very early stage raised awareness of the nature of likely problems at educational institutions and centrally. This applied particularly to the policy of making things easier for schools as the frontline providers of the education of the young people of the county. It was the beginning of a framework which later underpinned the whole operation of provision and enriched the principle of service to schools.

In September 1985, the District Audit Office extended the theme a stage further by application of the criteria offered by the Audit Commission to the current position in West Glamorgan, confirming a partial view of the background to devolution. In twenty-six secondary schools, 26,500 pupils occupied 80% of the

places available. The District Audit Office report (AD6/1145/1/bcj) estimated that a reduction of 5% in spare secondary capacity would save almost £1,000,000. Intentions to advance cautiously and to secure agreement of both headteachers and officers were recognised by the directorate as essential early features of a progressive approach.

A need for gradual change unique to the LEA in introducing economy measures had its origins in the creation of the new Local Government Authority with the merging of two distinct educational regimes. In 1974, the newly appointed director of education considered it necessary to establish a network of district offices to build a sense of identity and belonging amongst the public and teaching community. It was anticipated that such a network would facilitate, also, the administrative process and the organisation of school governing bodies. Furthermore, the resultant closely structured approach would act as a vehicle for effective operation of support services for schools.

Notes on interviews with the director of education record how from the outset, and throughout the early years, it was one of the principal aims of the LEA to view critically the appointments system, seeking to evolve a realistic partnership between politician and educationalist in such matters.

Procedures for appointments to positions of responsibility in schools, controlled from the centre, were injected with a level of professionalism that was both necessary and expedient.

Advantage was taken of recent research into the appointment of headteachers (Morgan et al, 1983). School executives themselves were encouraged to adopt the central office pattern and headteachers increasingly guided governors in choices made, consequently, on a sound educational basis.

In-service training in management development was combined with appropriate headship appointments to extend a maturity of attitude and skill which contributed eventually and significantly to acceptance of, and progress in, devolution. In this context, it was logical positively to regard specific grants from central government sources as opportune and supportive, rather than to adopt the negative approach (Humphrey and Thomas 1983a) whereby they were claimed to be indicative of restriction of choice in LEA policy.

Given a decade of intense professional activity, and a growth in confidence with close-knit relationships, the director had the foresight to recognise the opportunity to delegate more financial and administrative responsibility to individual headteachers. It was felt that if the monies deployed at District Education Offices could be used to build up a sound administrative and secretarial support, the increase in effectiveness of management would do a direct service to the schools, and indeed, would reflect the national political trends which, in pre-Baker days, were beginning to emerge. It was acknowledged in the 1985 report of the District Audit Office that,

"the issue of increased delegation has already been extensively discussed" (p. 9).

Officers articulated the needs of the Education Department itself: central government demands had increased pressure on the education service generally. The Education Acts of 1980 and 1981 had brought about an increased administrative workload associated with the statutory steps necessary to effect reorganisation of schools, special needs of pupils and new parental involvements. Changes were required to accommodate reductions in staff made as part of retrenchment prior to 1985, when various lower and mid-range vacancies remained unfilled. Contraction of the service responded to falling rolls which had effect where pupil numbers constituted the largest element in central grant allocations.

For these reasons, the policy related to District Offices was supported as the potential release and transfer of personnel were seen to be a means of fulfilling the need to consolidate the pattern of central responsibilities in the LEA, which themselves would benefit from a degree of re-orientation.

Transcripts of recorded interviews include the following quotations from LEA officers on any advantages which could be anticipated as follows:-

"It would be wise to dispense with the middle stratum of administration as the second tier of operational management, i.e. between senior levels (policy) and front line personnel (policy implementation). The result would be a reduction of currently excessive bureaucratic procedures" (Senior Administrative Officer).

"Rationalisation of the bureaucratic process would reduce unnecessary documentation existing in

Districts and cut out unnecessary delay in routine administrative work" (District Education Officer).

"There would be an increased cost effectiveness, individuality and independence in institutions" (District Education Officer).

"A related question is - 'Would the introduction of computerisation relevant to the reorganised paperwork, be more effective?'" (Senior Administrative Officer).

"There is a need to remove some of the involvement of officers in decision-making at institutional level" (Assistant Education Officer).

There was an apparent awareness of the need for change based on recognition of problems from their own experience applied retrospectively, rather than from a sense of enthusiastic anticipation.

STATUTORY SUPPORT

When West Glamorgan came into existence in April 1974, the Articles of Government of Schools published by the new county council, acting as the LEA, were based on the terms of the 1944 Education Act (DES 1944), subsequent Acts, and regulations made under those Acts by the Secretaries of State. Responsibility for a broad policy was envisaged for the LEA; with School staff and governors co-operating in preparation of, and agreement on, the school budget. For example:

"1944 EDUCATION ACT (7 & 8 Geo 6)

PART 2 - STATUTES

17 - Conduct of Schools (shall be)...

3(b)..in accordance with Articles of Government made by an order of the LEA and approved by

the Secretary of State (and which) shall determine the functions to be exercised in relation to the school by the LEA, the body of governors and the head teacher respectively".

NOTES: 3 FINANCE

14 - The practice will generally obtain whereby Governors prepare estimates covering a suitable period and submit them to the LEA. Within the broad headings of the approved estimate ... latitude to exercise reasonable discretion ... There can be a small margin for contingencies and to allow for special difficulties and developments ...".

It is interesting to note that as early as 1944, the significance of "reasonable discretion" and the autonomy implicit in the use of marginal funds for contingencies, was recognised. Schools had few opportunities to make this a reality; but even as a statement of intent it is worthy of consideration, from a West Glamorgan point of view, as the beginning of local financial management.

Accepting the statutory obligation, paragraph 3 (Finance) of the Articles of Government (1974) was issued as follows:-

"(a)... Governors shall submit for the consideration of the LEA an estimate of income and expenditure required for the purposes of the school for the twelve months ending 31st March in the following financial year, in such form as the LEA may require.

(b) The LEA shall consider the estimate and make such variations in it as they think fit.

(c) Where the Governors are empowered by the LEA to incur expenditure, they shall not exceed the amount approved by the LEA under each head of the estimate in any year without the previous consent of the LEA".

Paragraphs (a) and (b) above, despite their 1944 pedigree, were never implemented. Paragraph (c) denied the school any

opportunity for independent action above the fixed level of each budget heading, though not unconditionally. The Articles acknowledged (Paragraph 10b) the responsibility of the headteacher for the control of the "internal organisation, management and discipline of the school", which could be assumed to include financial matters; that is, as far as the stated parameters would allow. Nevertheless, this oblique reference does nothing to relieve, in the Articles, the sterility of ideas on which devolution planning could have been based: even the references to discretion and autonomy of 1944 were missing.

In reality, prior to 1985, the headteacher was exercising responsibilities delegated by governors. It was an unspoken agreement and did not feature in reports of headteachers to governors as an area of accountability.

Despite being ignored, the section was copied verbatim as paragraph 4 of the new articles of government approved by the Secretary of State for Wales (17th May 1984) and distributed to schools in 1985. It may be concluded, and with any adoption as current practice still non-existent, that reference unwittingly was made to the submission by schools of an estimate of income and expenditure, but this cannot be regarded as a positive step. Consideration by, and consent of, the LEA implies the existence of a reporting system and dialogue, or at least the recognition of the need for such procedures.

The repetition of the paragraphs can hardly be claimed, on

the positive side, as being indicative of the anticipation of the way in which devolution would evolve. However, tangible support for the beginnings of financial autonomy can be recognised in the sentence additional to the 1974 version:

"Provided that where the Local Education Authority so empower, the Governors may exercise virement between headings of the budget within the limits set by the Authority".

There was some money available: the statement on endowments and other funds remained unaltered; also,

"3(c) Subject to the regulations of the LEA, the Governors in consultation with the Headteacher, may receive and administer any monies raised by, or given to, the school".

Such funds were to be placed in the name of West Glamorgan County Council with the establishment of prescribed trusts for the benefit of the school. This formalisation, while reinforcing accountability and recognition of generosity in perpetuity, left little room for the handling of such monies to be regarded as a precedent for future developments.

Provision was made in 1986 (DES 1986 - Section 29) through the articles of government of every county, voluntary and maintained special school, for each governing body to receive assistance in judging whether expenditure in relation to their school represented the effective use of resources. The governing body would be furnished annually with itemised statements of expenditure on the day-to-day costs of running the school and capital expenditure incurred or proposed by the LEA, as they considered appropriate. An invitation to comment

or debate was implied.

There were three additional points: first, approval was repeated for discretion within a combined total of funds allocated to a limited number of budget headings; second, it would be within the responsibility of the governing body to delegate to the headteacher powers in relation to the sum so made available; third, priority of the curriculum and its delivery was reflected in the clause referring to the duty of the governors not to incur expenditure which, in the opinion of the headteacher, could be inappropriate in relation to the curriculum of the school.

This repeated the legislative framework which originated in the terms of the 1944 Education Act and to which reference was made, with an allusion to control of resources for curricular purposes, in the White Paper in the previous year (DES 1985):

"...the LEA will be responsible for formulating and implementing the curricular policy for its area".

"...the governing body will have a duty to determine a statement of the school's curricular aims and objectives and to review it from time to time".

"...the headteacher will be responsible for the organisation and delivery of the curriculum, including detailed syllabuses and the teaching approaches and materials employed, within the available resources and having regard to the statement of aims and objectives..." (p. 68).

The new Articles and Instrument of Government, produced by the Schools Unit, were circulated for consultation with governors and headteachers in December 1987 in accordance with Section 2 of the 1986 Act. They were approved by the Schools

Sub-Committee on 31st March 1988 to take effect from 1st September 1988. The quotations from the relevant sections of the Act ensured the structuring of arrangements for capitation and discretion over a sum of money for books, equipment and stationery.

Dissemination of information and an implied accountability were extended to parents. Since the Taylor Report (DES 1977) which emphasised "partnership" and the Education Act 1980 (DES 1980 - Section 2(5)) which provided at least two places on governing bodies of county and controlled schools, parental involvement had developed into participation. Thus Section 30 of the 1986 Act was specific in listing inclusions necessary for a governors' report, as provided by the articles of government, to be presented at an annual parents' meeting.

Two items within Section 30 are relevant. First, there was a general stipulation that the report should contain:

"a summary of the steps taken by the governing body in the discharge of their functions during the period since their last report".

It had been established already that these functions would include a responsibility related to income and expenditure.

Secondly, the report would be required (Section 30 (2)(h)) to contain a financial statement:

"reproducing or summarising the latest financial statement provided for the governing body by the LEA: indicating, in general terms, how any sum made available to the governing body by the authority ... was used: giving details of any gifts made to the school in that period".

Thus, four reports were to be made: by the governors to the

LEA, by the LEA to the governors, by the headteacher to the governors and by the governors to parents.

COMMITTEE AUTHORISATION

Committee authorisation for the restructuring of administration in education in West Glamorgan was confirmed in the minutes of the Education Committee dated 16th October 1984 -

"(Item) 18 Education Department - Administration

Noted

- (1) that certain proposals are under consideration for the review of administration at central, district and school levels including the streamlining of departmental sectional responsibility, increased delegation of decision-making to schools and the future of the present district structure;
- (2) that consultative processes had begun and a further progress report would be made in due course".

There were financial implications: records of the Finance, Staffing and General Purposes Sub-Committee meeting of 27th September 1984 include reference to a two per cent reduction in the county budget for the financial year 1985/86. The recommendation of the sub-committee was accepted by the Education Committee on 5th February 1985.

Efforts were made to implement the policy throughout the following financial year. Simultaneously, officers were claiming in consultative situations that it was not the objective of devolution to seek economies in expenditure.

THE EDUCATION DEPARTMENT : PRE-SEPTEMBER 1985

The geographical details of the County of West Glamorgan were decided by the Local Government Act 1972. It was made up of an amalgamation of those parts of the former county of Glamorgan which lie around and to the west of Port Talbot and the city of Swansea.

The education service of the new LEA was based on a centrally-located department of six sections and a regional pattern of Educational Districts.

The following structure was under review in 1985 -

(1) Senior Management

- Director of Education,
- Deputy Director,
- Chief Adviser,
- three Assistant Directors (Administration and Support Services, Further and Continuing Education, Schools)
- four Assistant Education Officers (Finance/Development, Development, Establishment, Further Education).

(2) Central Sections -

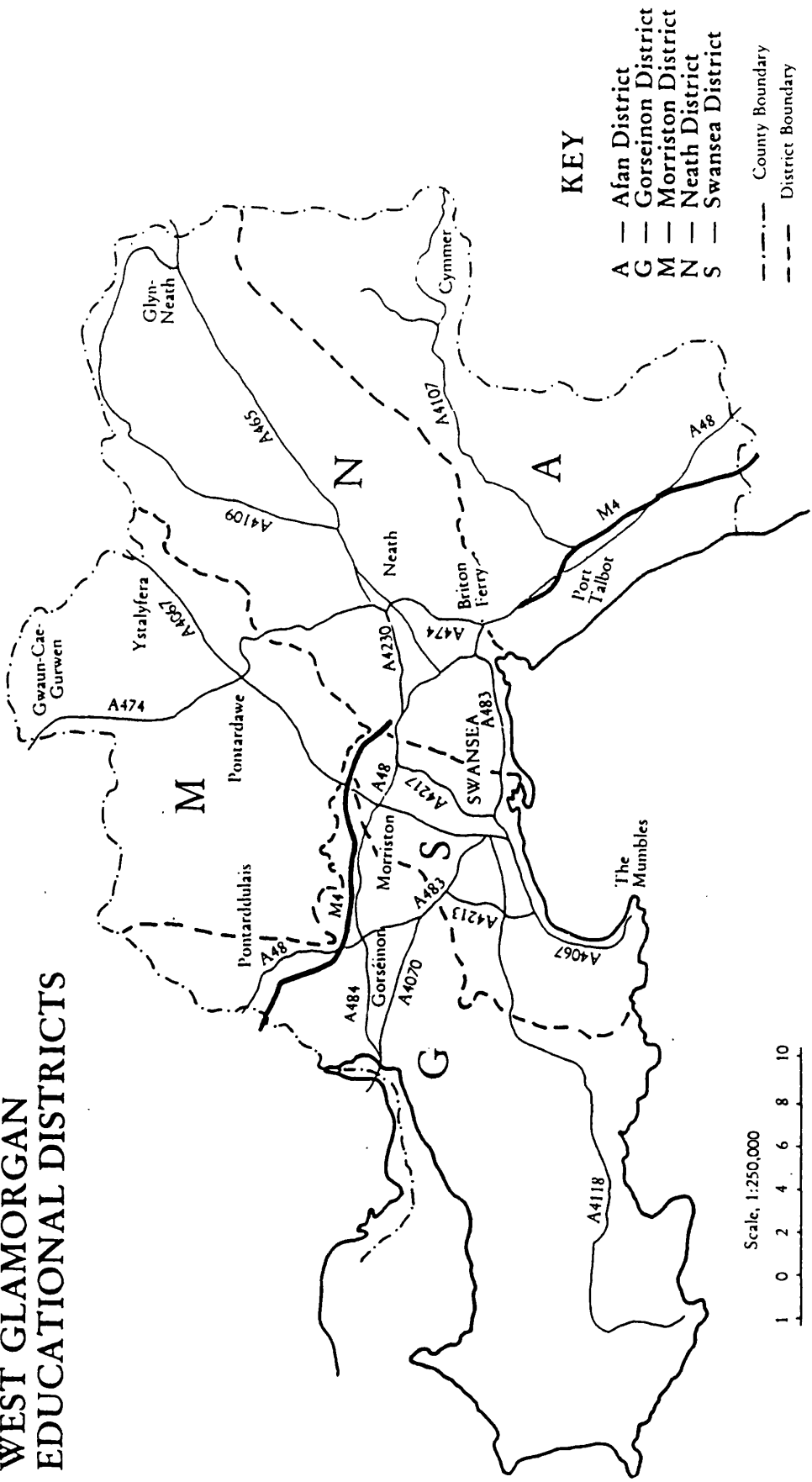
- Teachers' Salaries, Personnel, Awards and Meals, Supplies and Services (Appendix 1), Development, Administration.
- The Advisory Service was a separate unit.

(3) District Education Offices

The five (originally six) Districts (See Figure 2.1) were numbered for administrative convenience as follows:-

- | | | |
|-------------------|----------------------|-------------------|
| 1/2 - Swansea (S) | 3 - Gorseinon (G) | 4 - Morriston (M) |
| 5 - Neath (N) | 6 - Port Talbot (A). | |

**Figure 2.1
WEST GLAMORGAN
EDUCATIONAL DISTRICTS**



KEY

- A — Afan District
- G — Gorseinon District
- M — Morriston District
- N — Neath District
- S — Swansea District
- County Boundary
- - - District Boundary

Scale, 1:250,000
1 0 2 4 6 8 10

THE ROLE OF THE DISTRICT OFFICE

Two District Education Officers and two Senior Administrative Officers presented papers on their areas of responsibility to the Core Working Group during May 1985.

For the Education Department, District Officers provided an extension of the administration process: interpreting LEA policy; and recommending a certain course of action with advice to the Director and his senior staff based on local knowledge. They had four principal functions: an advisory function, to governing bodies and newly appointed headteachers; a disciplinary function covering conflicting interests associated with pupil suspension and expulsion; a counselling function dealing with personal and professional problems of staff and the concerns of anxious parents; an arbitrating function sensitive to staff disciplinary and grievance procedures.

In these ways, the Education Department was currently organised. Attention is focused on the historical significance of the pre-1985 situation, the purpose achieved jointly with the County Treasurer, projection of statutory support through formal policy statements to schools and a regional element with assets available for realignment into a structure as outlined in the next chapter.

CHAPTER 3 ORGANISING THE LEA FOR THE ADMINISTRATION
OF BUDGETARY DEVOLUTION 1985

The demise of the district offices was confirmed by the Education Committee in October 1984, to take effect in July 1985. Details of further administrative restructuring were authorised during mid-1985, as outlined below. This is followed by a survey of the resulting central office organisation and roles of departmental personnel relating most closely to the work in schools.

THE ADMINISTRATIVE REVIEW : JUNE 1985

The Administrative Review was presented by the Director of Education to a special ad-hoc sub-committee of the Personnel Sub-Committee, on 27th June 1985. It was approved by the full Personnel Sub-Committee on Monday, 1st July 1985 with possible implementation on 1st September 1985, the date planned for the beginning of devolution in West Glamorgan.

The clear-cut relationship between administrative rationalisation and delegation was implicit in the stated objective of reorganisation:

"to concentrate more authority and accountability at the school/college executive levels" (p. 1).

Basically, it meant a re-allocation of manpower resources in a two-fold direction: first, to deploy personnel with increased responsibilities centrally; second, to enhance staffing

provision to match the new focus of additional duties at institutional levels.

This was acknowledged as a major change in policy and prevailing practice, with the necessity, in management terms, for detailed organisational planning.

An increase in difficulties of role satisfaction was anticipated as a result of the cut-back in salary costs to which a commitment had been made for the current financial year. The problem was not underestimated:

"This is a radical change for the largest service in County Council and has to be handled with managerial skill and sensitivity given the present state of morale at all levels" (p. 2).

It was emphasised that the workload pressures could be eased by a reduced number of sub-committees serviced by the department. This was an opportunity for the county councillors themselves to participate in, and identify themselves with, the economies already agreed. To achieve the necessary support for acceptance of the new scheme it was important for members to visualise the effect of the proposals in terms of the work to be carried out. This was summarised as follows:-

"Briefly, it will mean for the Central Administration in addition to its many statutory obligations illustrated in personnel, salaries, awards, finance, inset and development, a more strategic and monitoring role than hitherto exercised. Meanwhile, Schools/Colleges will have to accept responsibilities for Governing Bodies - clerkship and administration, prescribed budget involving capitation, appointments, teaching relief, buildings, supplies and records, direct oversight of school meals, maintenance clothing, control of support services including welfare, careers, psychological, school admission, public information

and inevitable completion of official documentation"
(p. 3).

RECOMMENDATIONS

The senior management team remained intact and was supplemented by a further three posts at Assistant Education Officer level (Primary/Secondary, Pupil Welfare, Further Education). The two sections responsible for salaries and awards/meals remained unchanged. The Personnel Section was given increased duties.

The functions of the former Supplies and Services, Development and Administration Sections were distributed among the newly-created Finance and Development Section, Schools Unit and Further and Continuing Education Unit.

Additionally, a new support unit was included to oversee technological development.

Recommendations were made for relocating and reorganising the advisory service, the careers service, the education welfare service and the schools psychological service. Appointments of administrators to all educational establishments and the provision of clerical support were recommended.

The intention to keep overall costs within imposed current guidelines was repeated. Direct upgrading of posts would be confined to senior management. The Director would proceed at once with placements into individual posts.

Figure 3.1 THE EDUCATION DEPARTMENT OCTOBER 1985

THE DIRECTOR OF EDUCATION

DEPUTY DIRECTOR

ASSISTANT DIRECTOR
Schools

ASSISTANT DIRECTOR
Administration and
Support Services

ASSISTANT DIRECTOR
Further and
Continuing Education

AEO-Primary and
Secondary
AEO-Pupil Welfare

AEO-Support Services
AEO-Revenue/Technology
AEO-Capital/Property

AEO(2)-Further and
Continuing Education

SCHOOLS UNIT

AO
PA(3)
AA(2)
C1A

FURTHER AND CONTINUING
EDUCATION UNIT

AO
PA(2)
AA(5)
C1A

SECTIONS -

PERSONNEL

SAO
AO
AA(4)
C1A(5)

FINANCE AND DEVELOPMENT

SAO
AO
AA(3)
C1A(6)

SALARIES

SAO
AO
AA(4)
C1A(5)

AWARDS/MEALS

SAO
AO
AA(5) AO
C1A(2)

TECHNOLOGY

SAO
AA
C1A

SCHOOLS PSYCHOLOGICAL
SERVICE

ADVISORY
SERVICE

CAREERS
SERVICE

SAO - Senior Administrative
Officer
AO - Administration Officer
AA - Administrative Assistant

AEO - Assistant Education
Officer
PA - Professional Assistant
C1A - Clerical Assistant

THE CENTRAL STRUCTURE

The chart (Figure 3.1) outlines the full departmental structure as finalised for publication in the Education Service Directory (October 1985).

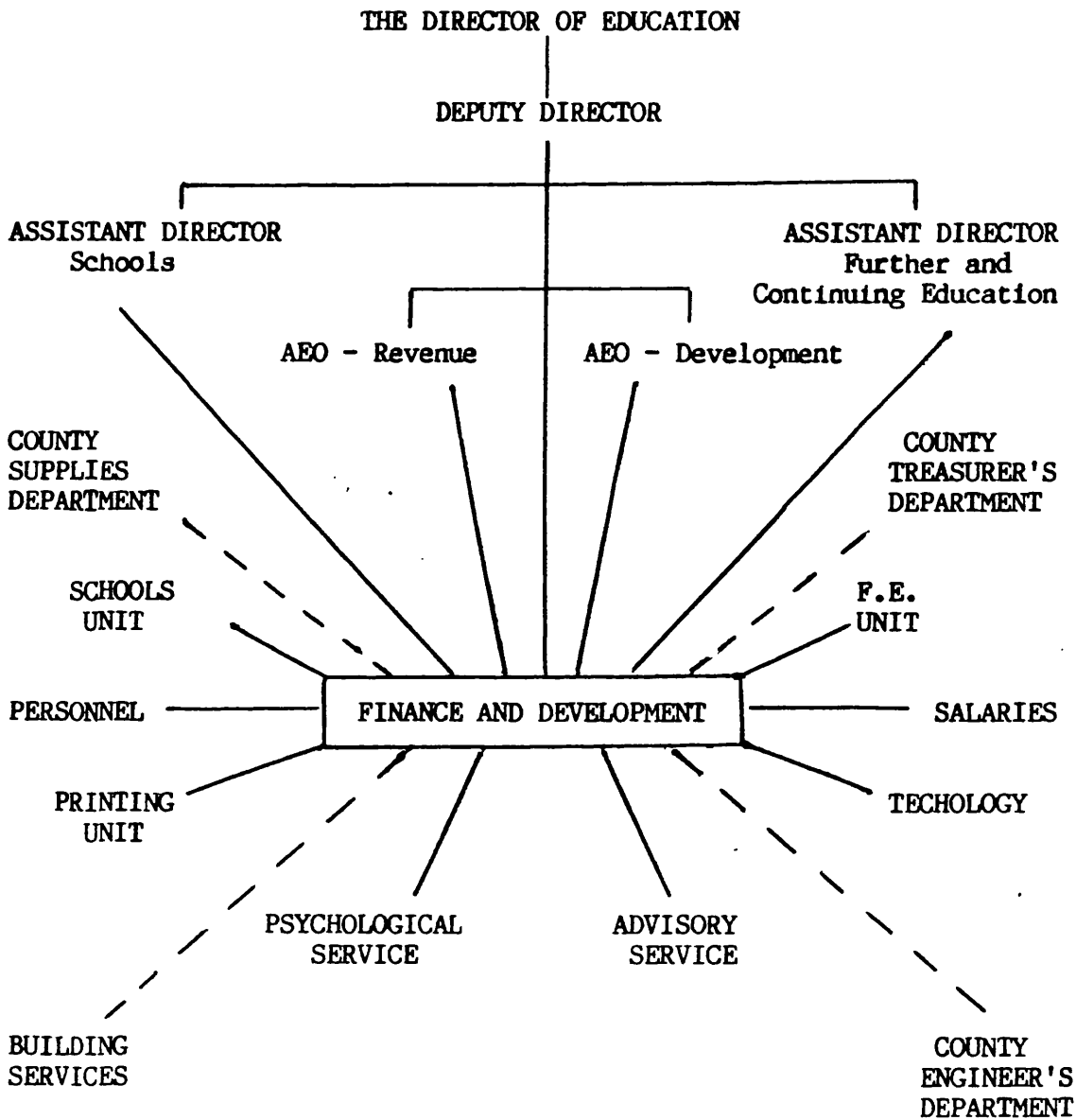
No lines of responsibility have been drawn on the structure chart because the diversity of relationships could not be adequately represented. A limited pattern would be misleading by omission. However, it is possible to observe where some of the lines would be included and an examination of the situation of one section will illustrate the point.

Those parts of the Department most directly concerned with planning delegation were the two units involved respectively in school and college matters. They related closely both to the Assistant Education Officers and to the Assistant Directors specialising in these sectors. The latter two officers were in charge of the relevant sector working parties. The Deputy Director acted as chairman of the most active devolution working party; thereby ensuring continuity of participation in planning into the highest levels of management.

A third major strand was made up of a direct contact between the Deputy Director and the Finance and Development Section - reinforced, in this instance, as in their work together in collaboration with the County Treasurer's Department on the preparation and monitoring of the Education budget, by the work of the Assistant Education Officer (Revenue).

Figure 3.2

THE FINANCE AND DEVELOPMENT SECTION : COMMUNICATION LINKS
WITHIN THE DEPARTMENTAL STRUCTURE AND BEYOND



Taking the Finance and Development Section as an example, the chart of the relationships established in carrying out its organisational functions (Figure 3.2) illustrates the prominence of two-way inter-sectional co-operation confirming the complexity of administrative tasks within the Education Service. As well as formal consultative meetings in the preparation of delegation, members of sections and units shared the work involved in the composition of procedural publications: guidance notes on supply teachers, for example, would necessitate input from several sections.

Reasons for the links included on the Finance and Development chart are exemplified by the following -

1. Further and Continuing Education - recoupment of fees from other LEAs (DES 1986, Section 51);
2. Salaries - certified claims from outdoor centres;
3. Schools Psychological Service - Transport for special education purposes;
4. Schools Unit - recoupment of fees for special education children to and from other LEAs;
5. Technology - data processing support;
6. Personnel - sectional staffing provision.

Connections with West Glamorgan departments outside Education were maintained by the section and these, indicated on the diagram by broken lines, were as follows:

1. The County Supplies Department,
2. The Education Accounting Section of the County Treasurer's Department,
3. Building Services as part of Property Services,
4. The Transport Section of the County Engineer's Dept..

A study of procurement functions led to a change in the management of the County Supplies Division: it was transferred, in April 1985, from a role as an independent department under

an officer responsible to the County Council, to the Treasurer's Department. The post of County Supplies Officer was superseded by that of an Assistant County Treasurer (Supplies and Audit). In times of financial constraint, substantial savings could be achieved by the application of an overall purchasing policy. The stated aim of the division was

"...to provide a cost effective service to the user"
(Users Information Bulletin No.1 19.4.85).

In view of the major part played in supplying schools, especially in the area of capitation, the plans associated with such a move were of considerable significance. Customer liaison was organised with representatives of all departments. The division fulfilled two functions: first, a well-catalogued central stores, with prices stabilised over twelve months, an inclusive 'on-cost' charge for overheads, frequent delivery dates and a collection facility for emergency items; second, a Direct Supply Catalogue was distributed enabling direct placement of orders with suppliers. It was an attempt to extend the 'service for schools' concept.

The technology staff liaised with all parts of the organisation as computerisation was extended. In the delegation context, the Technology Section shared, with Finance and Development, the work related to the ordering and installation of technological and other equipment in support of administration in schools and colleges.

For the staff of the Personnel Section, their new experiences led to the conclusion that line management was not

as well-defined as they had expected - partly due to the apparent lack of an Assistant Education Officer with obvious responsibility for this area; but primarily because the roles of most officers at and above Head of Unit or Section level contained personnel implications, all of which logically came within the relevant brief.

In an internal memorandum dated 13th September 1985, from the Deputy Director to all officers, the Personnel Sectional responsibility was confirmed:

"Administration Restructuring
Recognising that it will take some time for the finalising of some aspects of responsibility vis-a-vis Units and Sections, it might be helpful if I offer a few specific comments at this stage:

- (1) Personnel Section ought to be the administrative vehicle for handling all matters relating to the conditions of service of staff".

As an extension of this, the role specifications from the Deputy Director dated 24th September 1985 included, for the Assistant Education Officer (Support Services), the following:

"To be the point of reference for all personnel matters within the Education Service based at County Hall and to exercise appropriate guidance in this respect".

The Assistant Education Officer (Further and Continuing Education) was allocated

"Responsibility for all aspects of staff management ...in colleges, youth/community and adult services".

Officers at this level shared oversight of teaching and teaching support staff (Appendix 7). Also, the Senior Administrative Officer (Personnel) had direct channels of

communication to the Director and Deputy Director.

The work of the Awards and Meals Section remained unchanged throughout the re-organisation, except for relevant and significant contributions to administrative guidelines.

All sections, units and Assistant Education Officers assisted the senior management in the preparation of reports which they individually presented to sub-committees and, in the case of the Director and Deputy Director, to the Education Committee.

DEPARTMENTAL ROLES: EARLY OBSERVATIONS

A study is made of the roles of the Finance and Development (Appendix 2), Personnel (Appendix 3) and Salaries (Appendix 4) Sections, the Schools Unit (Appendix 5), the Professional Assistants (Appendix 6) and Assistant Education Officers (Appendix 7).

Reference to the role of the Department in general terms is found in the summary presented by the Director of Education (see page 39) and the more school-orientated training notes reproduced in Appendices 8 and 9. The overall responsibility comprehends statutory obligations, policy making, the means of putting that policy into practice and the maintenance of standards concomitant with an effective Education Service.

During the autumn of 1985 interviews and written contributions submitted to the Education Consultant made

possible a limited investigation of the reaction of staff to the re-organisation of the Department. This was to some extent tentative research; but it was important as a familiarisation process by someone from outside for whom the establishment of a working relationship was essential.

Initially, staff expected more clearly-defined direct lines of authority (see page 46), both with and between the upper levels of management. It was felt that the lack of a prominent line management pattern resulted in additional pressure on sections in the initiation of new procedures. The response was the setting of short-term objectives with insufficient time to participate in long-term planning. However, this is not an uncharacteristic feature of times of change and associated temporarily stressful situations (Woodward 1969).

Nevertheless, examples of limited line management have been quoted, with varying degrees at lower levels of opportunity for initiative and vertically-orientated responsibility, together with reciprocal downward directives in a hierarchical sense. The director involved lower management in consultation and the presentation of information on appropriate issues. The participative leadership style of the deputy director, based on administrative flair and a high work rate, encouraged the development of two features: first, the role encompassed a general supervision of most devolution-related activities in the Department; second, middle managers, who did have authority to make executive decisions on routine policy, and

section/unit leaders, worked with the deputy director as individuals with particular expertise. This added to the complexity of the structure in practice, but it did maintain for sectional heads a personal status which underpinned problem-solving decisions made on day-to-day matters.

Among office staff there were signs of apprehension about the possibility of lack of co-ordination subsequent to restructuring. This also applied to the ways in which the flow of information would be organised finally, as illustrated by the following oral comment from a Section officer:

"We need to be clear about what we have to know centrally".

It was essential to establish a climate of trust. The need for combined application of specialist skills and knowledge in planning delegation stimulated sectional co-operation laterally. Throughout many early sessions simultaneous relevance of sectional specialisms brought about the wider bases from which upward movement of information and policy suggestions flowed.

This was a response to the innovation currently developing. Indeed, it exemplified the flexibility, adaptability, lateral communication and a balance of expertise and authority claimed (by Burns and Stalker 1961) to be characteristic of an 'organic', in contrast to a 'mechanistic', management structure and so appropriate in a time of change.

There had been only limited opportunities to show an ability to be adaptable since 1974. Furthermore, management theorists

(for example, Buchanan and Huczynski 1985) explain how a bureaucratic organisation is more successful in an environment that is stable. A department in local government bureaucracy with well-established routines could have a straightforward organisational structure suited to stability and in which a more autocratic style of management could be effective.

Provision for schools and colleges was being emphasised: this heightened, for departmental staff, a sense of isolation and the need for more discussion on what was happening around them. The situation was alleviated gradually as they participated in planning groups and as the results of policy decisions therefrom penetrated the sectional routine: the resulting participation engendered a sense of ownership of finalised processes.

It was claimed that a clear picture had not been presented of the way in which the central administration of the LEA would develop in future. The county training unit had no programme available for administrative personnel at a time when preparation for, and participation in, training for headteachers and school administrative and clerical staff were expected of those at central office. In retrospect this can be appreciated as part of the overall county situation, but it is also possible to understand the general inability to foresee, at that stage, the realistically maximum extent of delegation. In this, the vision of the top management began to play a part as they led the working parties and presented the emerging

policy details to elected members.

The sense of isolation and need for training were compounded for staff of the Finance and Development Section, for whom the transition brought unfamiliar procedures despite apt appointments of experienced people. Previous occupants of comparative posts had retired and documentation of former practice had disappeared. Although the Senior Administrative Officer in charge of the replaced Supplies and Services Section was available for the last quarter of 1985, with this exception there was no expertise based on previous experience to which to refer. On the other hand, staff transferred from district offices had shared the administration of payments with which the former section had been dealing and this must have been of some assistance.

From the point of view, especially, of smaller schools, help was required in their efforts to overcome a sense of remoteness resulting from the dismantling of the district offices, at a time when County Hall staff, as has been mentioned, sought assurance themselves. The job descriptions of central clerical staff included many references to the reception of queries, verbal and in correspondence.

On the credit side, the introduction of technological support did much to boost central office morale. Confidence grew as difficulties inherent in a newly-created system, for example in communication and lack of comprehension in schools of the administrative guidelines, diminished.

In the central work supporting delegated finance, one feature was of particular significance: more emphasis was placed on the budget process within the Education Department than hitherto. The division of this administration between the officers and the Treasurer's department in terms of allocated time was estimated by a head of section to have changed from 40%/60% to 60%/40% proportions respectively; with the Education contribution developing the theoretical basis of new requirements and the Treasurer's section concentrating on pragmatic solutions.

The willing co-operation of members of the Treasurer's Education Accounting Section was manifestly crucial to the success of the whole enterprise. Delegation created the need for an examination of existing practice in reconciliation of accounts, data processing and the transfer of information: even the sanctity of payroll records would not enable their format to remain immune from possible revision. The foresightedness and constructive attitude of the Deputy County Treasurer played a vital part in the progress achieved in the prolonged period of delegation planning.

THE PERSONNEL SECTION

The section was effectively covering key areas such as -

- 1 Headteacher/Deputy Headteacher, senior College and Tertiary Steering Committee appointments.
- 2 Central Office appointments.

- 3 Advice to educational establishments on the devolved personnel function.

It was less successful in providing a means to -

- 1 Co-ordinate the personnel function in departmental terms.
- 2 Provide accurate manpower statistics both for senior staff and for budgetary/estimate purposes.
- 3 Monitor staffing levels for all categories of staff, and take steps to ensure that staffing in County terms was restricted to committee-approved levels.
- 4 Carry out any research into individual problems such as the development of community usage in schools.

A combination of at least three factors seemed to have given rise to these difficulties and may be summarised as follows: first, the section appeared under-resourced in experienced staff at middle grade levels - "I could use three or four more staff at Scales 4, 5, 6, or S.O.1" (Senior Administrative Officer). Secondly, the complexity of line management, to which reference has already been made, had increased with devolution. As a result, the personnel role had become compartmentalised to such an extent that a co-ordinated approach was impossible. Thirdly, co-ordination was hindered by the lack of clarity in ways in which advisers and the units interpreted their roles: there was a tendency for inclusion of personnel matters in their assistance in (apparently) many aspects of work undertaken by senior staff. A unified personnel structure could most readily deal with a major problem in this field.

THE SCHOOLS UNIT

The personnel function of the unit was put into operation when contacts were made to ascertain arrangements organised by schools during industrial action by teachers. The professional assistants presented to the Assistant Director (Schools) information on teachers and teacher support staff for a variety of purposes. Both professional assistants were following up queries relating to staff allocations to schools. In the secondary sector the involvement took the form of preparation of computerised staffing formulae. It was anticipated that full-time work on this for two terms would be required to cover primary staff. Redeployment of teachers demanded a heavy commitment from these officers on a full-time basis during four weeks of the summer term each year. Organising visits, liaison with advisers and headteachers and professional consultation were not regarded as personnel matters.

The Education Consultant was invited to submit an appraisal of the Unit's operations: some of the material thus accumulated is relevant to its functions in the context of this survey but would not be part of the devolution story.

It was possible to discern confirmation of the supportive role as indicated by allocated duties. Senior officers were briefed on submissions to the Schools Sub-Committee; the administrative officer organised agenda items, prepared and carried out certain follow-up actions. Items were formulated on

matters relating to school terms, insurance and special education in the servicing of the Community Schools Sub-Committee.

The place of one aspect remaining as part of the central administration in circumstances even of the fullest possible delegation to schools is safeguarded in the

"Preparation and presentation of statistics as appropriate to facilitate policy formulation....".

Unit officers were responsible for the checking and computerised processing of staff/pupil statistics on the Welsh Stats 1 Return form - the WO equivalent of the Form 7 documentation which was replaced in September 1985. Aspects of the information were used for the completion of DES returns from which, for example, would be calculated the grouping of schools and government support grants. Each school was required to submit two returns annually: a main return was made in September with an updating 'supplementary' in January. Data relating to pupil numbers were extracted and entered into the database via the Unit terminal. All were available for a variety of purposes throughout the Department.

The same applied to the collation of less frequent submissions from schools; as in the case of statutory commitments such as G.C.S.E. statistics.

When the elected members who sought advice included chairmen of committees, a worthwhile contribution was made to policy making. Precedents were researched in documentation from other LEAs, publications of National Associations and DES/WO

circulars.

In the Unit as a whole there was a noticeable absence of documentary records of existing practice, in direct contrast to the detailed school guidelines to which the Unit contributed. A list of sequential actions taken in the execution of an administrative task would have been invaluable. Effectiveness depended on the accumulated experience of all staff: they knew the steps necessary and could offer advice verbally to newly-appointed or temporary individuals, with a noticeable sense of urgent co-operation. Demands were made on all staff to share routine clerical work. This problem was related to staffing policy and an additional clerical post would have released more time for Unit officers to carry out research for background papers and to service consultative and development meetings.

There were few opportunities for initiative to follow through to completion the implementation of departmental policy in specifically delineated areas: this caused a lack of confidence and a diminution of a sense of operational identity.

Nevertheless, the focus on LEA organisation has highlighted certain change elements. These included: encouragement of positive staff attitudes, use of government sources of advice and examples of good practice, recognition of the opportunity to take advantage of existence of assets to be redirected, introduction of a structure appropriate to meet strategic demands and to serve centrally as a base for the institutional provision outlined in the next chapter.

The reorganisation of LEA administration was balanced by a reshaping of the situation in outside establishments. In later chapters reference will be made to details of developments in a variety of topics and associated procedures. The immediate task is an explanation of the ways in which responsibilities planned for delegation to schools in September 1985 were facilitated by provision which can be considered, for the purposes of this study, under four headings: Administrative/Clerical Support, Careers Advisers, Education Welfare Officers, Computerisation.

ADMINISTRATIVE/CLERICAL SUPPORT

The general areas of new, additional work transferred to schools were: budget control, appointments, leave of absence, supply teachers, letting, pupil allowances, governors, careers and pupil welfare.

Any new appointments would be made according to a scale of remuneration for administrative, professional, technical and clerical staff. Each secondary school had a varying number of personnel at different levels on this scale. At a meeting with secondary heads on 13th March 1985, the Deputy Director said that the question was "How quickly can we move to an AP 4 appointment? We hope by September '85". His listeners expressed various concerns, even at that early stage, about the need for

support for the post: these were to be repeated later. The appointments were duly made, with overall responsibility and as Scale 5. The full scheme, dated 5th July, was published by the Personnel Section.

Reservations were expressed repeatedly over the success of the new appointments if they remained without adequate support. The reasons were relatively minor when compared to the benefit the appointment would bring to the school in terms of administrative organisation, but at the time in individual schools they appeared to be serious. Throughout the autumn term 1985, some secondary headteachers questioned the availability of adequate accommodation within their office layout: their furniture, equipment, clerical support and training would require investigation. Surveys were made by the Education Consultant: in response, direct action was taken on the supply of telephone systems and a training seminar.

The frequency of references to the needs of the post in all forms of consultation reflected the significance of the potential of the administrative officer as a key factor in the reorganised situation in schools. Much was expected from candidates with experience and proven ability. The LEA internal advertisement emphasised ability to relate to the headteacher, to liaise with governors and parents, to supervise technological development, to accept responsibility for the administration of the school and non-teaching staff - reflecting role status and possible managerial opportunities.

As a summary of points raised during the month of September 1985, the Consultant reported to the Core Working Group as follows -

"Further short-term problems have been postulated in relation to the arrival of the Administrative Officers, with varying degrees of apprehension and occasional questions about effectiveness. These have arisen from the nature of former experience, previously arranged holidays and the fluidity of some situations caused by clerical vacancies. Individual senior staff expressed disquiet about a possible additional workload and not all headteachers had the ability to appreciate the full potential of the opportunity created. Nevertheless, many headteachers expressed views of which the following comment was typical -

'I shall do what I can. I am prepared to have a go at this because I think it is pointing in the right direction'.

The difference between the projected and actual September numbers on roll represented a discrepancy in the basis of allocation of resources: though not a universal complaint, it emphasised the lack of funding mainly translated into a likely shortage of clerical hours".

Some headteachers mentioned a 'lack of skills' but it was unwise to regard this as anything but a short-term disadvantage at a time when the less familiar aspects of the school-based work were being assimilated. Aptitude in coming to terms with technology was varied: the level of involvement suggested in the job description appeared to be somewhat over-optimistic. The intention to combine management responsibilities with their new routines suggested a training requirement. One officer expressed a wish to join a training session for governors. On the other hand, in three schools the administrative officer

participated prominently in senior management meetings on budget planning.

Only three Administrative Officers persisted in expressing concern to the Education Consultant, who mentioned in a progress report to the Deputy Director dated 12th September 1985 that -

"We should be prepared for one or two to be dissatisfied or even distressed with the situation arranged for them at their school. They accept delay in the arrival of any support required but they are dismayed at the apparent unwillingness by the heads either to acknowledge or to pass on their needs."

This applied to accommodation and equipment. Misgivings were expressed, also, on the servicing of governors' meetings, with responsibility devolved to schools, the officer would be acting as Clerk to the Governors. The suggested contribution to the administration of local primary and special schools was not well received but a good general liaison already existed.

Training of administrative/clerical staff was discussed by the Consultant and the Assistant Education Officer (Establishment) on 4th November 1985. A half-day seminar was held for School Administrative Officers on 18th November. The above AEO and Heads of the Awards/Meals and Personnel Sections concentrated on matters related to cleaning staff, school meals staff, free meals and allowances. Questions on detail of interpretation and special cases where marginal decisions would be needed were raised. Twenty-five officers attended.

Once more it was apparent that the varying ability of headteachers to fit them into a role involving full scope for

responsibility, together with the need of some to build up confidence to make decisions, would require settling-in time. They would be able, then, to use their own discretion and allocate work within the role specifications of personnel who had longer experience in the school. Only one administration officer expressed disappointment at not feeling fully successful on a long-term basis.

It was explained in the Core Working Group as early as 23rd April 1985 that the role of the school as an information base would have significant implications for at least one member of the clerical staff, as a variety of issues would have to be dealt with, e.g. free school meals, clothing, transport, lettings, choice of school and other general information formerly despatched through district offices.

In line with the concept of reorganisation, it was incumbent upon the Directorate to consider the ways in which the resources were shared by secondary schools as a result of current policy. The investigation of the situation and the possibility of the application of alternative criteria to the calculation of totals of clerical hours was delegated to the Professional Assistant (Secondary). Consideration was given to the possibility of using time units rather than raw monetary figures - when the matter became subject to virement by the school management and until block allocations were made.

The scheme which resulted from this research was the subject of an unpublished report to the Deputy Director

(6.3.86). It described a unit-based system whereby comprehensive schools would receive units of support for both administrative/clerical and laboratory/workshop duties. Fundamental to the scheme was the idea that headteachers may use their unit total to appoint that combination of staff which was most appropriate to the individual school situation.

The aims of the scheme were the establishment of a unitary system of clerical and support staff allocation applied to all comprehensive schools and maximum virement for headteachers. In addition flexibility should allow increase or decrease of support with inherent allowance for variations in school size.

As a starting point county totals of hours per annum were calculated and transposed into hours per pupil. The mid-points of the salary scale were used to arrive at the unit value of each scale using as a basic unit - one hour of work paid at scale 1. It was then possible to work out the units per pupil and the basic annual unit costs in scales 5,3 and 2. Using the then current level of 11.47 units per pupil it was possible to introduce a special dispensation with the suggested formula for small schools which could not operate below a certain minimum. Comparisons were made between the support as organised for 1985/86 and the entitlement based on projected pupil figures for 1986/87. The above system provided a total between these -

Actual 1985/86	Proposed	Entitlement 1986/87
301,320	293,850	288,975

Figure 4.1

ADMINISTRATIVE AND CLERICAL HOURS

IN WEST GLAMORGAN COMPREHENSIVE SCHOOLS : JANUARY 1986

	Scale 5 Hours	Scale 3 Hours	Scale 2 Hours	Scale 1 Hours	Total 1 and 2
Bishopston	37	37		30 12 11	53.0
Bishop Gore	37	37		24.5 37 35 24	120.5
Bishop Vaughan	37	37		30 16 15	61.0
Cefn Hengoed	37	37	37	35 35 35*30*11*	183.0
Cefn Saeson	37	37		37 10	47.0
Cwmtawe	37	37	74	27 24 23	148.0
Cwrt Sart	37	37		37* 33 7	77.0
Cymer Afan	37	37		20* 20*	40.0
Dillwyn Llewelyn	37	37		30 10	40.0
Dwr-y-Felin	37	37	37	25* 21 20* 8*	111.0
Dyffryn	37	37	37	29	66.0
Dynevor	37	37		33 7*	40.0
Glanafan	37	37	37	7	44.0
Gowerton	37	32.5	32.5	32 31 25	120.5
Llangatwg	37	37	37	37* 30 9	113.0
Llansamlet		37		30 27*	57.0
Morrison	37	37		37 37*20 9*	103.0
Mynyddbach	37	37	37	35* 25	97.0
Olchfa	37	37	74	30 21 18 12	155.0
Penlan	37	37		37 37	74.0
Pentrehafod	37	37	37	26* 25	88.0
Penyrheol	37	37	37	35 9	81.0
Pontardulais	37	37		30 10	40.0
Sandfields	37	37		24.5 22	46.5
St. Joseph's	37	37		7.5 20 20	47.5
Ysgol Gyfun	37	37	37	29	66.0
Gwyr		37		35*	35.0

* Temporary

Within these County unit totals, individual schools would have been affected differently by the introduction of the system: some would have gained and others would have marginally lost. It was intended to arrive at a pattern as close as possible to the existing one.

The scheme was not adopted but the exercise clarified the implications of such arrangements in relation to the use of units as a currency for this purpose and the discrepancy that could exist between schools.

A survey of the existing situation was undertaken by the Education Consultant with the co-operation of the Personnel Section. Returns from schools were forwarded by 20th January 1986. Its purpose was to assemble details of the full range of posts, both administrative and clerical, in West Glamorgan Comprehensive Schools (Figure 4.1). The pattern of scale five and scale three posts is obvious and the totals of hours at scales one and two show greater variety of provision.

The numbers of pupils on roll in September 1985, less 350 as stipulated in the County Scheme, were used to arrive at the establishment figures at the rate of one hour per ten pupils (Figure 4.2) - a scale in existence since 1974. Certain schools qualified for dispensation reflecting social needs in their catchment areas or criteria related to minimum size levels. When these allocations were combined, correlation with the actual take-up totals for scales one and two (as in Figure 4.1) showed the hours above and below establishment.

Figure 4.2

ADMINISTRATIVE AND CLERICAL HOURS

ESTABLISHMENT WITH VARIATIONS : JANUARY 1986

School	Roll Sept 1985	Less 350	1 Hour per 10 Pupils	Dispen sation	Total Scales 1 & 2	Estab. + or - Hours
Bishopston	879	529	53		53.0	0.0
Bishop Gore	1587	1237	124		120.5	- 3.5
Bishop Vaughan	981	631	63		61.0	- 2.0
Cefn Hengoed	1270	920	92		183.0	+95.0
Cefn Saeson	820	470	47		47.0	0.0
Cwmtawe	1750	1400	140		148.0	+ 8.0
Cwrt Sart	708	358	36	40	77.0	+ 1.0
Cymer Afan	541	191	19	40	40.0	-19.0
Dillwyn Llewelyn	720	370	37	40	40.0	-37.0
Dwr-y-felin	1263	913	91		111.0	+20.0
Dyffryn	1000	650	65		66.0	+ 1.0
Dynevor	600	250	25	40	40.0	-15.0
Glanafan	775	425	43		44.0	+ 1.0
Gowerton	1381	1031	103		120.5	+17.5
Llangatwg	1108	758	76		113.0	+37.0
Llansamlet	510	160	16	40	57.0	+ 1.0
Morrison	1029	679	68		103.0	+35.0
Mynyddbach	936	586	59		97.0	+38.0
Olchfa	1850	1500	150		155.0	+ 5.0
Penlan	943	593	59		74.0	+15.0
Pentrehafod	1190	840	84		88.0	+ 4.0
Penyrheol	1053	703	70		81.0	+11.0
Pontardulais	735	385	39	40	40.0	-19.0
Sandfields	891	541	54		46.5	- 3.5
St. Joseph's	756	406	41		47.5	+ 6.5
Ysgol Gyfun	925	575	58		66.0	+ 8.0
Gwyr	196			20	35.0	+15.0

In this context, seventeen schools (62.9%) had favourable totals, eleven substantially; with, in one instance, provision of the equivalent of almost three additional full-time temporary clerks. These were retained despite falling rolls, the transfer of the sixth form to a tertiary college and losses to preferred placements. The apparent lack of political will on the part of the LEA, in anticipation of transfer of autonomy to schools, left this unquestioned. Five schools had an excess, and four had a shortfall, of below five per cent of their actual totals: two matched their entitlement exactly. Prominent negative figures occurred exceptionally where dispensation was received but only partly accepted - in three cases to the extent of 43.5%, 52.5% and 62.5% of the hours to which they were entitled. The overall impression is one of irregular advantage to schools; but these were not circumstances where requests for additional hours to carry out the new work in administration could be favourably received; and certainly not without scrutiny of the requirements of individual schools.

The whole question of clerical support was of fundamental importance to the success of delegation to schools. The allocation formula remained unchanged despite new demands on staff and a willingness on the part of the LEA to consider alternatives. It was destined to remain a source of serious concern by headteachers. The appointments of administration officers to secondary schools were crucial to devolution.

CAREERS ADVISERS

Regional offices were located at County Hall, Gorseinon, Port Talbot, Neath and Murryston. Each had a team of officers who spent, on a weekly basis, three days in a secondary school and two days on training matters and contacts with employers.

The careers adviser replaced the visiting careers officer in the school and undertook an annual programme of work negotiated with the team manager and headteacher. Accommodation had been provided formerly for interviewing and the display of literature: under the new arrangements twenty-five per cent of the time of one clerical officer of the school staff was devoted to the school-based administration involved.

EDUCATION WELFARE OFFICERS

The Education Welfare Service was organised on a county basis. The officers were grouped in teams, five in number and led by a Senior Education Welfare Officer, to whom the team members were responsible. As part of the devolution process all were based physically at comprehensive schools, with the associated clerical work being undertaken by the school staff. Each officer dealt with pupils from at least one comprehensive school, several primary schools, and in some cases, adjustment units, special schools and school age children not on the roll of an LEA establishment.

The duties of Education Welfare Officers, additional to the remedy and, in special cases, prevention, of non-attendance at school were serviced by telephone and clerical resources as a significant item in financial management in each secondary school.

COMPUTERISATION

The development of technology by the West Glamorgan County Council, both in central offices and in educational establishments at secondary and tertiary levels, assisted the onset of devolution and provided an impetus to the assimilation of new procedures. In primary schools the process was delayed but, given the progressive policy of the officers of the LEA, inevitable. In the early eighties, discussions had taken place between the newly formed Technology Section and secondary school deputy heads on computerising the pupil roll. In 1983 a pilot scheme was introduced with five secondary schools participating. Each was provided with hardware and software for two modules - pupil records and budgetary control/order processing. The full range of an administrative facility was produced and illustrated in the acronym PROWESS, created as the name of the new system -

PR - Pupil Records
O - Order processing/budgetary control
W - Word processing
E - Establishment Inventory/staffing
SS - System for Schools.

By the end of 1984 PROWESS had been installed in all twenty-six comprehensive schools and the acronym had become a household word.

While the development was central to the policy of delegation from the outset, it was recognised that a planned and co-ordinated expansion of capability would be needed to match the full scope of devolved responsibilities, especially as foreshadowed in the Education (No. 2) Act, 1986 (DES 1986). Rapid access between establishments and information systems held centrally, with two-way communication, were to become increasingly important. Schools had telephone links with the County mainframe and on 7th April 1987 direct private lines were proposed with an explanation of anticipated benefits.

It was anticipated that the proposals would cost £71,299.00 in the first year with continuing annual costs of £30,464.00. Funding for equipment costs would be met by the capitation allowance in schools.

We have arrived at a point where major steps have been taken to create an environment favourable to planning and acceptance of delegation of autonomy. In the next chapter, an attempt has been made to review the means whereby dialogue could proceed; allowing finally for emergence of new roles and introduction of effective operational details.

It appears logical to regard central LEA restructuring of administration and transference of activities into schools as the twin components of the first stage of devolution in West Glamorgan. The second stage, therefore, though partially concurrently, corresponds to the period of consultation from late 1984 to early 1986 and introduction of delegation of budgetary control to educational establishments. The prime purpose of this chapter is the presentation of details of the means by which consultation and planning could take place and initial outcomes; with financial topics discussed in chapter six.

Although devolution began formally on 1st September 1985, by that date five months of the financial year had already passed; and while much planning had been done, schools were serviced during that time in the normal way. The non-alignment of the financial and academic years was destined to cause some accounting problems in future but in 1985, 1st April to 1st September was a period of transition.

However, by 10th October, the Director was in a position to report to the Standing Schools Sub-Committee as follows:-

"Reorganisation of Schools Administration

Members will be aware that during the summer months a major reorganisation was undertaken in accordance with the decision of the Education Committee in February of this year.

I am pleased to report that the underlying ethos of the new structure has been recognised and received with considerable goodwill. I am sure that members will wish to put on record their appreciation to all those in schools who have contributed to this exercise and are working towards its successful implementation".

EDUCATION CONSULTANTS

The appointment of three consultants reinforced a philosophical point: the ethos which emanated from the plan for re-organisation relied fundamentally on professional relationships and on central determination to recognise peripheral status; that these should be mutual was a concept basic to the whole process. Effective links with schools and colleges were essential; with the acceptance of presented LEA policy balanced simultaneously with appreciation of the extent of institutional undertakings.

Two consultants were primary headmasters, initially on a part-time arrangement. The full-time post was filled by the secondment of the headmaster of a comprehensive school on the first day of September 1985 - for a period of two or three years (Standing Order 35(t): Minutes of the Education Committee 23rd July 1985).

The appointment, together with those of the primary heads, had been planned as a major element in the development of central/institutional liaison. In their management role, the chief officers sought to crystallise principles, with full discussion, for a secondment that was original in concept and

which presented a real opportunity for creativity to the person involved.

In management terms, the reception, as far as the secondary education Consultant was concerned, was most favourable. An announcement of the appointment was made to heads of all establishments in West Glamorgan (JB/KW 5th September 1985). Information was circulated internally (Memorandum JB/CG/KW 7th October 1985) to Assistant Directors, Chief Adviser, Assistant Education Officers, Heads of Sections and Units, Professional Assistants, County Careers Officer and County Psychologist. It was important for the Consultant to recognise the professional status of his new colleagues as administrators and to place it, with its work parameters and sense of accountability, alongside that of teachers as professionals in schools.

The accommodation provided was excellent. Secretarial and research support were made available. All officers and staff were readily accessible.

Within the terms of reference of the secondment, which were extended into a full role specification (Appendix 10), the opportunity for the Education Consultant to exercise personal initiative was a major factor in the extent to which assistance could be given. This was readily supplemented by invitations to participate from officers and headteachers. It was a privilege greatly appreciated and an experience both stimulating and rewarding.

The Education Consultant was invited to present a paper on

devolution in terms of his secondment, to the Finance, Staffing and General Purposes Sub-Committee on 13th February 1986. An attempt had been made to codify the tenets of an emerging philosophy and this subject was included in the report (Appendix 11).

Two factors had led to an awareness of the need to clarify aims and objectives in education generally in West Glamorgan. First, regulations made under Section 8 of the Education Act 1980 had established the statutory obligation to publish information about schools to parents. This was to include 'School Aims'. Staff were prompted by headteachers to recognise their significance and to relate agreed objectives to their own sphere of work. Copies of school notes ('Information to Parents') were submitted to, and printed by, the Education Department.

Secondly, staff development and management training in the county included topics in which the introduction of aims and objectives was a prominent feature. It seemed right that professional people should know the meaning of words they used. Definitions were composed -

"An aim is the statement of a strategic goal".

"An objective is a statement of proposed change based on three criteria: it is measurable, achievable and agreed".

The Director of Education had referred to objectives in his presentation of administrative changes (Chapter 3). The Deputy Director had developed ideas and operational matters of

principle during his leadership of working parties and consultative meetings.

To some extent the purpose of the Consultant's report was expected to indicate to elected members the way in which the new appointment was being assimilated into the Education Department. An assumption was made about a contribution related to the devolutionary context. A brief comment on the development of background ideas to date appeared apposite. Also, it was intended to summarise the pragmatic implications of the philosophy as much as the concepts themselves; at a time when much intellectual analysis, on a national scale, still remained to be accomplished.

CONSULTATIVE PROCESSES

Consultative processes provided the circumstances in which the goodwill, to which the Director attached considerable importance, flourished. They are considered under two headings: first, formal meetings arranged with heads, principals and, to a lesser extent, teachers' representatives; second, both informal and unprogrammed complementary work of the education consultants.

Real impetus was given to consultation immediately following the Education Committee meeting of 5th February 1985. A meeting was held during the afternoon of the same day as a result of a letter (JBHD/YHR/S.40) dated 25th January from the Director to

all schools and colleges.

In explaining the resolutions accepting the Revenue Estimates 1985/86, priority was given to certain educational objectives. The existing range and quality of curricular provision were to be sustained throughout the years of compulsory schooling. The size of teaching groups within the school and college arenas were to remain viable: deterioration was not to prejudice educational standards. Allowance was to be made for the continued development of course provision for students in further and higher education. Provision should continue of a range of non-statutory aspects of the service ranging from nursery education across the county to adult and youth service needs; from sensitive approaches to student awards in higher education to a generous number of free school meal entitlements. Recognition was to be given to the continuing capitation and equipment needs of pupils/students, particularly with reference to technological changes and the emphasis on attitudes towards energy conservation within all educational establishments.

These considerations were explained as a background to the reconciliation of educational needs with financial restraints, budget details and the broad issue of devolution.

The Deputy Director made three procedural points: his version of the cornerstone concept was "decisions nearer to the workforce at institutional level"; the time was obviously right for technological change; financial retrenchment was now

necessary, therefore we had to "move forward as best we can".

The importance of a realistic pace for the move was realised, with sensible timing and forethought. The meeting of heads and principals heard references to details of the school allowance, ways of dealing with accounts and the acquisition of supplies; in fact, many of the topics which would receive attention in the planning stage to come.

The format of a meeting on 13th March was similar. The structure of intended consultation/planning groups was outlined with the suggestion of a possible timescale of two years for the introduction of devolution. The allocation of money would have to be approximate in the first year, an announcement which was received by school management staff with some foreboding.

In the following year, the Revenue Budget 1986/87 was the subject of a fully formalised programme of meetings. On this occasion a professional assistant composed and distributed an internal memorandum to assistant directors, assistant education officers, section heads, unit heads and professional assistants.

The series of meetings with advisory staff and headteachers had been arranged (RS/RW 17th February 1986) by the Deputy Director to discuss the budgetary position likely in schools during the following financial year. He had requested that central office staff be informed of these meetings in case they should wish to attend.

At the meetings the Deputy Director referred to the current

financial year which was characterised by reorganisation of administration and the industrial action of teachers. No retrenchment had been necessary and the LEA could cope with financial demands then existing.

A knowledge of the facts behind the policy of the LEA and an awareness of the implications of that policy, would be essential if staff in schools were to be competent to make informed decisions. The thoroughness of the consultation arising from the above pattern provided opportunities for all concerned to acquire an understanding of currently relevant financial matters.

Typical of the information received were the following -

- 1 a range of contingency funds had been built into the budget and discussion on £1m. to £1½m. for Education was still on-going. If it is not available the sum would have to be taken out of the existing budget and something sacrificed to provide it;
- 2 provision had been made for a salary reward of 6% for 1986/87. Any increase would cause pressure elsewhere;
- 3 30 less secondary teachers would be employed with at least 20 additional teachers in the primary sector to prevent thirty-two plus classes; up to 50 staff could be required and if so, the funding for supply teachers could be affected;
- 4 extra ancillary staff would be engaged to meet demands of the integration of children with special needs;
- 5 a 5% increase in capitation had been included to cater for a similar rise in costs;
- 6 capitation had been increased to match the inclusion of a new 'on-cost' charge of 30% to be passed on by County Supplies;
- 7 £½m each had been made available to allow for short-term improvements and building maintenance;

8 secondary capitation would need to support information technology and software needs;

9 G.C.S.E. demands on resources could be partly met centrally.

On Monday 6th October 1986, devolution was on the agenda of the meeting of the Teachers' Joint Consultative Committee (JCC). Membership was made up of twelve representatives of the LEA and six members of teachers' associations.

The associations had formed a working party which reported as follows:-

"A long discussion on this subject revealed much dissatisfaction at the way the devolution exercise was being implemented. It would appear that the LEA does not appreciate the conditions in schools, especially primary schools, and has failed to acknowledge the amount of extra work that has resulted in the schools. Five key points emerged:

(1) Schools do not have adequate resources, particularly in terms of man/woman power to cope with what is being asked of them. Primary schools are especially disadvantaged.

(2) There has been insufficient consultation in the past and as changes are made, there is no ongoing consultation. Teacher Unions have not been involved and have not been given copies of the white books (guidelines handbooks), outlining conditions of service procedures.

(3) Heads do not really know what their remit is. Decisions made at school level are questioned centrally and overturned.

(4) The contractual role of heads and their deputies has changed. They are now more concerned with management than with education.

(5) The Advisers have been less involved in education and have been given an increasing administrative role.

Recommendations -

1) As a matter of urgency a Working Party be set up;

2) All Unions be officially given copies of the updated 'Administrative Guidelines to Schools'".

The above notes were reported to the Education Committee on 9th February 1987: the record of that meeting shows:

"Minute 4 DEVOLUTION

The teachers' side presented their paper which indicated there were certain difficulties in schools as a result of devolution. There was the increased administrative element causing a massive amount of paperwork. With the loss of the District Offices a large amount of expertise had been lost, schools did not know where to turn for advice. There seemed a need for a Staffing Officer based at a central point as problems were falling on headteachers, for example a large amount of time spent trying to engage relief staff. A Working Party should now be set up, including teachers' unions, which could look at these problems and report back to the J.C.C..

The Authority's panel responded by stating that they would have liked to have seen a more positive document on this matter presented to the J.C.C.. No mention had been made of the 1200 hours of extra clerical/administrative support given to primary schools or of the full-time administrative officers allocated to comprehensive schools. Also, two primary headteachers had been seconded to provide assistance to schools during this period. There was still in existence the School Sector Working Party which could be reconvened to look at any problems. With regard to decisions being overturned at County Hall, there was need for evidence to be provided on this matter.

AGREED -

1) The School Sector Working Party be reconvened to deal with the points raised on this matter.

2) That the 'Administrative Guidelines to Schools' known as the white books be made available for reference by the teacher unions".

The teachers' panel usually met immediately prior to the JCC meeting. On this occasion they had echoed some of the queries raised as much as fifteen months previously; although

discrepancies did persist to some extent.

Experience as a member had shown that the teachers' panel was strong in their determination to ensure on most occasions that, first, their contribution could not be described as proactive; second, that their demands on the diplomatic skills and patience of the Director of Education were considerable. However, the establishment and successful oversight of the JCC was an important part of the management of the education service.

The organisation of a programme of consultation was the first task obviously to be undertaken. The handbooks of administrative guidelines had been issued to all schools: a familiarisation process was required.

ADMINISTRATIVE GUIDELINES FOR SCHOOLS

Handbooks had been issued to all schools: a familiarisation process was required.

The aim would be the reasonably comfortable acceptance of the first stage of delegation at the commencement of the new academic year. Discussion should provide a source of liaison between central and school staff to promote mutual appreciation of responsibilities. This would facilitate the solution of problems and relieve anxiety already appearing in early meetings. Headteachers needed reassurance that the new work was within their capabilities, although one or two had no doubt. It

was important to avoid an underestimation of the need to absorb details of the procedures as structured in the handbooks.

The wide scope of the detail to be arranged for delegation was recognised following the submissions from the Administration Section and district offices. In the ensuing discussion of the Core Working Group on 14th May, three suggestions were made: first, an immediate 'survival kit' should be drawn up for implementation of critical areas for September; second, a list of key dates could be established giving deadlines for various tasks at district office level; third, there should be a maximisation of tasks to be devolved at institutional level.

In subsequent weekly meetings papers were presented, amended and approved, sometimes after acceptance by the Schools Working Party, on topics for which the Assistant Education Officers and section heads had responsibility and on which they were the LEA's experts. The subject headings, collectively, were listed for the contents pages of the handbooks.

In Handbook I, each section contained a basic guide. The corresponding sections in Handbook II held related appendices and specimen copies of current proforma. In his own preparatory assimilation the Education Consultant combined the two parts of each section to ease the cross-referencing necessary during explanations to school staff. The loose-leaved format of the ring-files and their alphabetical index, allowed a flexibility for amendments as the notes were periodically revised.

A considerable amount of work was done; with planning situations characterised by a high level of appreciation of the value of the documents.

An example of this was discovered in records of the School Sector Working Party dated 18th February 1986 -

Agenda Item:

"Administrative Guidelines - Additions/Revision

Note - it might be useful if members, bearing in mind their experiences of last term and the need to keep the guidelines manageable, could make any initial suggestions for change and/or additions to handbooks one or two".

The production was a triumph of teamwork and a major factor in the success of devolution. A list (RS/JGS) of 'contact persons' for the sections was circulated to schools on 15th October 1985.

FORMALISED LIAISON : SEPTEMBER TO DECEMBER 1985

A range of meetings was organised by the Education Consultant to introduce opportunities for consultation with schools, individually and in groups.

- 1 Preliminary Visits to selected secondary schools.
- 2 Clarification Meetings for secondary schools.
- 3 Explanatory Visits to secondary schools individually.
- 4 Special Schools.
- 5 County Psychologists.
- 6 Clarification Meetings for primary school headteachers.

The Preliminary Visits for clarification purposes and on a personal basis, covered a representative fifty per cent of comprehensive schools during the first week of September.

Criteria for the choice were geographical distribution, size and the likelihood of the headteacher commenting critically on the suggestions made as a useful prelude to the later meetings.

Points raised in this preparatory stage have been tabulated (Figure 5.1) and are seen to have been repeated in later meetings as other schools were consulted. The tabulation reflects concern on staffing and clerical matters; not surprisingly in view of the prominence of these items in the demands made on time and expenditure in the everyday routine of each institution. There was a reluctance to support a policy of working parties and seminars which would take headteachers out of school; not only because of current industrial action by teachers, but also because of the potential increase to their own workload and that of their deputies. It was felt that until the whole scheme settled down and the development of natural delegation to people who will have learnt what to do and how to do it, there was a greater than expected demand on the time and energy of the school senior management. There were references to a possible deterioration in co-ordination of support when, for example, the careers staff became based in schools: this was countered by the probably increased availability while retaining central control. Views were expressed on the insufficiency of forward planning which had resulted in the concomitance of the present consultation and the actual execution of the work now that the term had started. While some colleagues needed encouragement to pass through this

Figure 5.1

NUMBER OF TIMES VARIOUS ASPECTS OF INDIVIDUAL HEADINGS
WERE QUERIED : SEPTEMBER TO DECEMBER 1985

	Preliminary Visits	Clarification Meetings	Subsequent Explanatory Visits
Supply Teachers	1	27	16
Clerical Hours	14	15	10
Non-teaching Staff	1	11	20
Forms	5	6	12
Furniture	2	7	13
Administrative Officer	6	2	8
Telephone Costs	4	7	4
Reprographics	3	5	7
Postage	4	3	7
School Meals	2	6	6
Accommodation	4	0	6
Building Services	1	5	4
Heads/Deputies	3	2	5
Staff Absence	0	4	6
Letting	0	4	5
Petty Cash	2	4	2
Training	2	3	3
EWO Administration	2	1	3
Planning Groups	4	2	0
Telephones	2	0	4
Time Sheets	0	2	4
Careers Officers	0	2	3
Links with Centre	0	2	3
Primary Computers	0	2	3
Advertisements	0	0	4
Fuel	0	0	4
Pupil Transfers	2	2	0
Travelling Expenses	0	2	2
Accident Forms	3	0	0
Split Sites	1	2	0
Termination (Employ.)	0	2	0

initial temporary phase, for most people it was regarded as a promising situation.

The Education Consultant reported on 10th September -

"Naturally, queries are being repeated as more schools are visited. Nevertheless, in several instances devolved administration is being tackled with efficiency. Anticipation of success is evident and could be interpreted as a mild form of enthusiasm. Certainly there is a willingness to meet the problem head-on".

Seven Clarification Meetings were arranged: all comprehensive schools participated. The main emphasis was placed on the assimilation of the format of the Administrative Guidelines -

"What is the job we have been asked to do?"

Other agenda items were-

- 1 The role of the Education Consultant
- 2 The Pastoral Adviser as a link with the Director
- 3 The reasons for a seminar for headteachers
- 4 Role specification for the Administrative Officer.

Additionally, there were queries already in the minds of many present: they were answered in one of three ways:

- (a) immediate answers
- (b) referral to Section or Unit heads
- (c) referral for subsequent policy decision.

The Education Consultant considered it advisable to have the first meeting with one school only: it was well represented. Two schools were not represented by their headteachers.

At the last meeting it was apparent that most staff had studied the documentation thoroughly. They were helping each other in answering queries. The general feeling of accomplishment was tempered by the conclusion that they could

not go on indefinitely without an assessment of the spending commitment they had to make. They were informed that this was one of the tasks of the planning groups which included their representatives. The meetings were concluded with a review of progress made up to that time, both in terms of the contributions of schools and that of the LEA Sections.

Explanatory visits were arranged specifically on the initiative of the Education Consultant or headteachers, some of whom were newly appointed, in an unstructured programme, the two-fold aim of which was the reinforcement of solutions of previously expressed difficulties and guidance in reactions to the application of further planning decisions. At this stage the situation in schools varied considerably: some heads needed moral support, or tangible, even therapeutic, advice. Some were concerned with procedures and the confidence necessary for servicing governors' meetings; others with doubts related to basic concepts involving their own decision-making and new working relationship with local government administrators.

The recommendation for a meeting for six special schools was made to the Assistant Director (Schools) on 11th October 1985: it was arranged for 31st October.

Assimilation of the Administrative Guidelines was the one item on the agenda and discussion concentrated on matters arising therefrom.

A briefing meeting was held with the County Educational Psychologist on 10th October 1985. It was agreed that his

department was involved sufficiently in administration to make a study of the handbooks worthwhile.

The larger number of heads of primary schools would necessitate a more elaborate preparation, which began with the Education Consultant visiting two colleagues on 16th September.

The position here was very different from that in the comprehensive schools with full-time clerical staff and an administrative officer to whom some responsibility could be delegated. The dominant feature was the variety in the ways in which headteachers were dealing with procedures.

On the one hand, some heads had a good understanding of requirements with a confident approach and few questions, usually with the first view of certain forms. Their offices were well organised. On the other hand, there were signs of bewilderment and frustration with a minority condemning the changes and requiring morale-boosting counselling. They had depended greatly on the District Office. Gradually all admitted, with grudging reluctance, that the opportunity to run one's own school was welcome.

They were unaccustomed to dealing with such non-teaching mundane matters (to them) as the collection of furniture from a store where they were told such items were available. One had to be convinced that it was a matter for the Property Services Department and not a devolved responsibility, when plans for a changeover of central heating from coal to oil were to be put

into operation. They were to be invited to quantify demands on clerical hours. The procedure of oppointing non-teaching staff appeared to be very complex. The intention to revise the documentation was explained; but there were such things as qualifications, medical checks and information for payment which were essential. Some had difficulty in sharing the responsibility for certification of time sheets with their caretakers.

Minutes of the Core Working Group dated 17th September confirmed the acceptance of the arrangements for the seminars for primary headteachers.

Of the 173 schools listed in the 1985 Education Service Directory, 143 were represented at the meetings. Since the main purpose of the occasion was the presentation of the Guidelines, those who did not bring them and those who had not read them previously were at a disadvantage, but not to the same extent as those heads who were unable to attend.

While the majority of headteachers present indicated a co-operative attitude toward devolution, a more prolonged examination of the Guidelines was necessary. Further support was forthcoming from the three advisers who had accepted the invitation to attend their district seminar; and the increasing, constructive contributions of the two seconded primary headmasters would be invaluable in their sector.

On the negative side, there was some reluctance to accept responsibility, especially in handling letting of the school premises, non-teaching and relief teacher posts. They were not convinced that a centralised service was less appropriate, that local knowledge and contacts were of real value, but they did mean more work. The complexity of the SW1 form had to be acknowledged and simplified later. School security had tended to remain within the responsibility of the caretaker who would have had the status to deal directly with the District Office. The Education Consultant emphasised subsequently through the Core Working Group the necessity to recognise the acceptance within the new role of the headteacher of ultimate responsibility for keys of the school; with authority to hold, and delegate their 'holding', as necessary.

One difficulty for which allowance had to be made, in smaller schools particularly, was the infrequency with which some administrative tasks occurred: for example, annual returns and documentation related to staff changes. This resulted in problems in building up an essential familiarity in routine.

WEST GLAMORGAN ASSOCIATION OF SECONDARY HEADTEACHERS (WGASH)

One channel of communication available to the Director of Education was through the association of which all headteachers of secondary schools became members upon appointment. It was ideally placed, therefore, as a vehicle for consultation with

all comprehensive schools, either as a body or through nominated delegations. While this was a source of strength when fully utilised, there was one implication which was distinctly disadvantageous.

The WGASH members belonged to a variety of headteacher and teacher associations. Formerly, when four of these existed separately for headmasters, headmistresses, masters and mistresses, they had an arrangement to meet together locally and nationally as the Joint Four. The latter had a representative on the West Glamorgan Education Committee.

When the Joint Four and its associations were replaced by the combined Assistant Masters and Mistresses on the one hand, and, in 1977, the Secondary Heads Association (SHA) on the other, the Education Committee seat was lost: the new associations could be received officially only on the Schools Sub-Committee. This was considered to weaken the representation in what was regarded as a second tier commitment. The SHA delegate reported to WGASH. Membership of another group proved even less worthwhile. The Secretary of WGASH represented the association on the JCC, again occupying the place allocated to SHA. This brought little satisfaction to West Glamorgan heads. The minutes of an association meeting dated 1st December 1986 included the following:

"Role of Headteachers on J.C.C.:

It will be necessary in the near future to inform Director/J.C.C. that headteachers will withdraw from that body".

During the next month it was recorded:

"J.C.C.:

Two meetings of the Teachers' Panel have been held and no secondary heads had been in attendance. They did not wish to be party to further acrimonious discussions. That view is to be passed on to the Director of Education".

However, to involve all personnel in charge of schools and colleges, opportunities originally had been created for full consultation in 1984: the topic was expenditure. Correspondence (CH/RC 14.2.84) to the Secretary of WGASH under the heading - "Expenditure Retrenchment - Future Years", referred to a previously held meeting with the Deputy Director and suggested with an obvious intention to encourage a policy of constructive dialogue:

"...it would be prudent to have some concerted discussions over the next few months. Clearly, the possibility of further expenditure retrenchment within the secondary school sphere cannot be ignored for future years, and some early professional consideration of the possible implications in educational terms is vital.

I think that the most sensible way in which to progress matters is through a Working Group of Secondary Headteachers, Advisers and Senior Officers under the chairmanship of the Deputy Director...It would aid the discussions if the Headteacher representatives could embrace at least one person from a small (11-16) school, at least one person from a large (11-18) school, and at least one person from a split site school".

The Working Group on Budget Planning met on 6th April 1984. Six headmasters and one headmistress were chosen to represent WGASH: they were joined by the Assistant Director (Schools), the AEO (Revenue) and four advisers. It was a precedent for the

pattern of consultation and planning to be developed in the devolution context.

Indeed, there is one item of correspondence (JB/KW 8.5.84) from the Director to the Association Secretary which provided a very early reference to what was to follow:

"You will remember recently that I met two colleagues and yourself to review certain issues. One topic that did arise coincidentally was the possibility of increased administrative devolution to schools. I did promise to speak at some time to County Secondary Heads, but I am asking my Deputy to at least introduce the theme at your meeting on 15th May. Maybe at a later date I will be able to follow up his approach".

It would appear that the significance of this statement heralding delegation at this early date, was not realised; neither by the returning (and reporting) delegation nor by the members to whom the Secretary introduced the item of correspondence at the next meeting.

Reference to WGASH archives makes it possible to itemise the topics on which discussion took place at subsequent monthly meetings during the first twelve months of delegated administration. The subjects were repetitious but persistently apposite. They included:

- ways in which clerical, administrative and managerial roles would be adapted to the new demands;
- costs of the delegated administration -

"Cost of devolution was having serious effects on school capitation. Assurance was needed that County will review and act appropriately. Deputy Director to be contacted" (17.9.85).

- reprographic maintenance;

- resources for administration associated with supply teachers - Deputy Director (17.10.85);
- delay in publication of school allocation totals;
- over and under-spending;
- the need for monitoring additional spending;
- teaching commitments of heads and deputies;
- "Capitation: problems of derivation" - AEO (25.6.86).

During this time, too, there were numerable delegations on behalf of secondary headteachers to both the Director and Deputy: one of these is mentioned above. Generally, however, in a time of severe teacher sanctions, there were many aspects which required joint deliberations in addition to devolution. No other occasions existed when it was a specific topic.

Consultation with college staff was limited. The role required of the Education Consultant did include the development of liaison where possible but it became apparent that the activity being built up in the secondary and, to some extent, primary sectors would not leave much opportunity for work with college principals. Also, they would require an expertise based on a familiarity with tertiary and further education outside the experience of the Education Consultant. The latter did organise a management training programme in which senior college personnel participated but the secondment to central office of a former principal ensured the establishment of full centre/institution links.

In the meantime however, the Education Consultant visited the colleges in response to the terms of his brief. Meeting with the five principals resulted in the compilation of a list of topics deemed suitable for discussion. The most important of these were:

1. Role specifications of administrative/clerical staff.
2. Items in the roles of senior staff.
3. Areas of work originally carried out by the District Offices and to whom they are delegated now.
4. Comments on the reorganisation of administration as affecting staffing and resources.
5. Characteristics related to circumstances and establishment of individual colleges.

All colleges would have welcomed their own version of the administrative guidelines about which they heard so much from their colleagues in schools. The most concern appeared to be concentrated on the demands on clerical time expected to be imposed by PROWESS : training needs in the use of technology were considered to need reinforcement.

PLANNING GROUPS

Planning working parties with inter-related agendas were created at three levels: the Main Working Group oversaw the initiation of the planning structure: the Core Working Group confirmed the interpretation and adoption of guiding principles of devolution; the Sector Working Groups investigated suitability of administrative areas for inclusion and details

of method and practice.

Collectively, the three groups continued and reinforced the consultation process; creating and authorising responses to the emerging needs of the LEA and ensuring representation of central office staff. Principals and headteachers were delegated to participate on behalf of their colleagues. The value of these groups to the devolution process resulted from their creative contributions which became reality as executive power was channelled through the participation of the Deputy Director: they provided the operational management function which made change possible.

The first meeting of the Main Planning Group, under the chairmanship of the Director of Education, was held on 26th March 1985 (Letter to Principals and Headteachers PJJ/SCJ 18.3.85). It served as the occasion for the introduction of basic organisational and structural details: principles implicit in the implementation of Education Committee policy were presented. Its terms of reference were:

- "(a) to look critically at the various aspects of the process of devolution of responsibility to schools and colleges;
- (b) to assess the training requirements needed to ensure a sensible and meaningful strategy in this context;
- (c) to give due consideration to the implications for roles, responsibilities and relationships in the changing scenario;
- (d) to give due thought and consideration to the pacing (including the ordering of priorities) in such a process of change".

Its membership comprised:

Director (Chairman)	Deputy Director
Assistant Directors (3)	Chief Adviser
An Assistant Education Officer	A District Education Officer
2 County Advisers	A District Adviser
2 Section Heads	A Senior Administrative Officer
A Professional Assistant	County Careers Officer
County Psychologist	2 College Principals
8 Secondary Heads	10 Primary School Heads
A Special School Head.	

Notes of the meeting refer to contributions in discussion which reflect the positive response of middle management at central office and of those in charge of schools and colleges.

The following points were made:

- 1 All personnel could benefit from staff development, the importance of which was beginning to be recognised, especially at managerial levels.
- 2 A clear definition of roles would be essential.
- 3 Secondments would require a formal contractual basis.
- 4 Further Planning Groups were to be formed:
 - 4.1 Core Working Group
 - 4.2 Sector Working Groups
 - 4.2.1 Schools
 - 4.2.2 Colleges
- 5 Statements of intent confirmed details of the implementation of the principles accepted at the meeting of the Education Committee held on 5th February 1985 (page 32):
 - 5.1 A more independent role in decision-making in institutions;
 - 5.2 Improved central administration structures and dismantling of the district offices;
 - 5.3 Development of technology in schools and colleges;
 - 5.4 Increased virement of funds.

The purpose of the Director of Education was achieved: the means by which planning could begin had been introduced. No

further meetings of the above body were judged to be necessary.

The second body was the Core Working Group; its first meeting was arranged for 23rd April 1985. The invitation to attend (PJJ/JGS 2.4.85) was circulated to individual Group members and suggested that further meetings of the Core Working Group would be held weekly from 30th April to 21st May. Also, the hope was expressed that on 30th April a meeting would be arranged to assess the technological equipment available to secondary schools.

The membership was:

Deputy Director (Chairman)	Assistant Directors (3)
Chief Adviser	A District Education Officer
2 Comprehensive School Heads	2 Primary School Heads
A Special School Head	2 College Principals
A Professional Assistant (Secretary)	

Continuity of management was safeguarded by the presence of the Deputy Director and the three Assistant Directors on both the Main and Core Groups, with Assistant Directors chairing the Sector Groups.

The Deputy Director explained that the terms of reference of the Group would not include a debate of the philosophy of the devolution of decision-making to institutional level: this concept had already been accepted by the LEA. It was assumed that the group would concentrate on the rate of change and what was feasible, possible and resourceable including: an examination of the pragmatic dimensions of devolution; decisions on the feasibility of relevant issues; decisions on the pace of change and resulting recommendations for inclusion

within manageable guidelines; the establishment of a bank of information on existing practice. The tabulation of methods at present in use was to become of fundamental importance to the successful implementation of change, making possible informed decisions, ease of transfer of functions and confidence to develop new procedures on the current base.

A list of priority issues was composed at the group's first meeting:

- 1 Devolution of responsibility for a broad 'capitation' heading including telephones, furniture, postage, equipment, books and materials. Pressure from letting and youth clubs was mentioned.
- 2 Energy targets and building maintenance considerations.
- 3 Teaching staff allocations and relief teacher matters.
- 4 The secondary school/college as an information base (as for school choice, aids to pupils, school letting, transport, clothing allowance).
- 5 Personnel function - involvement in appointments including interviewing, references, letters of appointment, leave of absence and disciplinary procedures.
- 6 The Careers Service - its structure and relationship to education establishments.
- 7 Education Welfare and School Psychological Services.
- 8 Schools Meals.
- 9 Servicing school governing bodies.

Other topics emerged as significant even at this early stage. Apprehension was expressed about the need for clarification of roles for Deputy Heads and Vice-Principals in terms of a functions probably more attributable to a bursar, with requirements in support time. The latter was seen later to

apply, also, to Administrative Officers.

The nature of the school could change: community school characteristics could emerge. These would call for additional funding as they did in such schools already existing. The remarks made on the subject of 'letting' supported the contention that this was a subject worthy of early attention - not least as a possible source of income. The initial reaction did not include a calculation of overhead expenses and was therefore somewhat over-optimistic.

The opinions expressed at this first meeting unknowingly anticipated demands which were ever-present in later discussions; for example, those relating to clerical hours, energy and building maintenance.

Recognition of priorities led to the drafting of provisional agenda items for future meetings, as follows:

- 30th April - The potential of technological equipment in secondary schools.
- 7th May - Possible approaches to secondments for one or two years. Contributions from Sections as a survey of administrative functions.
- 14th May - Sector Group reports on Energy Targets and Relief Teachers. Initial consideration of in-service training implication for staff.
- 21st May - Information bases.

Most decisions were formulated by the Core Group with the built-in authority of the Deputy Director and Deputy Treasurer. Clearance at chief officer or committee levels was secured as necessary; acceptable policy could be translated into immediate action by sectional officers present as members or co-opted on

an ad hoc basis. The group became the key point for executive action in the planning structure. From a range of officers holding positions of responsibility it received submissions on which policy could be decided.

The third tier working parties were the Sector Working Groups, created at the above Core Group meeting on 23rd April 1985. It was intended that the Sector Groups should be composed of members chosen from the Main Working Group with co-option of additional personnel as their expertise in the separate school and college sectors became relevant to current agenda. The membership of the groups was:

Sector Group : Schools	Sector Group : Colleges
Assistant Director (Schools)	Assistant Director (F.E.)
Assistant Education Officer (Schools)	Assistant Education Officer (Colleges)
Senior Administrative Officer (District)	Senior Administrative Officer (District)
A Section Head	A Section Head
4 Secondary School Heads	4 College Principals
4 Primary School Heads	County Careers Officer
A Special School Head	2 Advisers
2 Advisers	A Professional Assistant
A Professional Assistant	

It was further recommended that task groups of approximately six topic-related members, and of limited duration, should be formed to carry out investigation on specific topics as delegated by, and reporting to, the Core Working Group.

Co-ordination between groups at all levels was facilitated by dual membership, enhanced by the recommendation that Sector Group minutes should be circulated to Core Group members. Issues for further action, based on agreed priorities, had been

delegated by the Core Group.

The first meetings of the Sector Working Groups for Schools and Colleges were held on 30th April and 2nd May respectively. The School Sector Working Party agenda, after establishing a mode of operation, was made up of three topics transferred to task groups for research and subsequent submission of reports: relief teacher appointments, energy targets and non-teaching relief staff.

The next two meetings of the Group were arranged for 13th and 21st May 1985. Since early plans of the Core Group had included the submission of papers on Energy Targets and Relief Staff at the Core meeting on 14th May, the arrangements were behind schedule.

By including in this chapter detail to the above extent, it is hoped to emphasise the place of consultation as one of the dominant themes of devolution in West Glamorgan. It has been possible to trace, from 1984, the stated intention of chief officers to involve their administrative staff and those in charge of educational establishments in the ensuing deliberations. An analysis of ways in which the idea of discussion became reality has resulted in the recognition of several points: dialogue was extended into more formal planning sessions; the position of the Director of Education was strengthened in committee situations by opportunities to quote examples of support and co-operation from headteachers; this included positive attitudes as well as limited reluctance,



which varied from one individual to another, to accept ever-present implications of financial contraction and facets of policy which were not always voluntary; joint contributions from other major departments of the county council; the development of a general ethos of contribution at a time of change.

The result was a wide-ranging investigation leading to decisions generic to successful financial delegation the significant aspects of which may now be considered.

CHAPTER 6 COMPONENTS OF FINANCIAL DELEGATION

The third line of development in the process of delegation, in addition to administration and consultation, was finance; in practice they were totally interdependent. As has been intimated in previous chapters, organisation of the Education Department implied arrangements for the alignment and use of financial resources for the support of teaching. It follows that comments on the way plans were made should lead on to a survey of how the purposes of most arrangements were associated with funding implications of acquisition, budget records and distribution. The purpose of this chapter, therefore, is a consideration of the all-pervading financial aspects with which the LEA dealt during the formative period of devolution.

As part of total local authority finance under the remit of the County Treasurer, the education service administered two forms of expenditure: capital and revenue; each with its own sources and budget.

On an annual basis the central government determines the amount a county council may raise to provide for long-term projects in new buildings, 'minor works' to improve existing property, and major items of equipment. This is the capital allocation. In 1985, it was anticipated that the Education share of the county total for the following financial year would be £7.5m.. In 1987/88 it was £8.1m; that is, 56% of

£14.5m. available in the capital budget.

In reality, it is authorisation to borrow, within a stipulated upper limit, funds which may be augmented by a similarly controlled sale of assets in land or buildings. The servicing of these loans and sales, together with subsequent repayments, are charged to the revenue budget.

Revenue funds, for day-to-day use to develop and maintain existing services, were resourced from the central government rate support grant (86/87 £86m. - 53%), specific grants from the same source for purposes designated annually by the Welsh Office, rates - as a local property tax on householders, industrial/commercial premises and the public sector (1986/87 £73m - 45%), fees and interest charges.

The Education Department controlled over 60% of the total county revenue account - for example, 1986/87 - £107m. out of £162m; for £66m. of which the Schools Sub-Committee was responsible. The County Treasurer and the Education Department officers, reconciling qualitative levels of educational provision with funding totals imposed from above, were responsible for the incremental budgeting method - the current year's spending was taken as the starting point with agreed additions to, and subtractions from, this base to determine the final budget. This operated, in Education, at sub-committee level; which broadly divided the service between primary and secondary schools, colleges, special education, the youth service and libraries, school meals, in-service training and

administration. The following is an analysis of revenue expenditure totalling approximately £95.0m. in a typical financial year (Source: Education Budget 1983/84):

Secondary	33.0%	Primary	23.9%
Colleges	21.9%	Special Education	4.7%
Youth/Careers	2.4%	School Meals	3.7%
Administration	4.3%	Financing Charges	6.1%

The establishment of an appropriate management structure and the development of organisational and managerial procedures took place against a backcloth of reduced funding from central government. The importance of this reduction for devolution lay in the features of this general context: the need to save money; in a time of recommended change, to achieve more while receiving less; to prioritise for the retention of essentials; to adopt a progressive stance in particular areas demanding investment and simultaneously curtail expenditure elsewhere.

With new demands exceeding available resources, conflicting pressures arose between sub-committees, resulting in unequal increases and reductions in provision from year to year. Also, the priorities within the jurisdiction of individual sub-committees were in mutual competition. An awareness of these circumstances was important to headteachers and principals, for whom would be created, at a time when increased participation in decision making was anticipated, a greater understanding of annual variations in constraints on school and college allocations. Among these was the heading for books and equipment (Figure 6.1).

Figure 6.1 Schools - Major Revenue Expenditure Heads

(Estimates 1986/87)

	£000	
Teachers Salaries (Secondary)	19,857	
Teachers Salaries (Primary)	23,547	
Clerical, Technician, Nurses, Ancillaries, Nursery Assistants	3,600	
Wages - Caretakers, Cleaners	3,700	
Building Maintenance	3,593	
Fuel, Light, Water	2,912	
Rent, Rates	2,069	
Pupils' Transport	1,479	
Books, Equipment (Secondary)	2,043	(1)
Books, Equipment (Primary)	1,225	(2)
School Meals	5,910	

(1) includes £300,000 - GCSE and £640,000 - Technology

(2) includes £350,000 - Technology.

Books and equipment, or 'teaching materials', were provided by means of a per capita allowance and appear in LEA documentation as 'Capitation'. These headings featured regularly in discussions on budget estimates for each successive financial year.

The timing of the despatch of information to schools depended on the completion of the financial plan cycle, which summarises the various stages in budget preparation undertaken by officers of the LEA, in particular the Deputy Director, AEO (Revenue) and SAO (Finance and Development) (Figure 6.2); ending with finalisation of the budget achieved through approval of the county council.

Figure 6.2 THE FINANCIAL PLAN CYCLE (1985)

THE FINANCIAL YEAR	STAGES
April	
May	
June	.....Budget comparisons, medium-term forecasts prepared
	.....Trial limit attempted
July	.....Forecasts to management team and policy committee
August	.....Treasurer's guidelines to departments and finalised
September	.....Prepare capital programme
	.....Prepare revenue estimates
October	.....Finance Section statement based on September printout
November	.....Estimates to management and leadership
December	.....Sub-Committees consider estimates
January	.....Policy committee checks with guidelines, RSG known
February	.....Possible reconstruction
	.....Budget finalised
March	.....Council approves.

Financial delegation was made up of a number of components of real significance in a devolution context. The criteria on which this judgement is based concern their combined impact on ways in which changes were introduced, their mutual influence on procedures, the scope they provided individually for the transfer of responsibility and the function they performed as areas where the introduction of that autonomy could be monitored. The remainder of this chapter is devoted to notes on five components: first, capitation was the area where headteachers traditionally exercised responsibility; second, a carry-forward policy provided flexibility in the use of available funds; third, an extended capitation allowance resulted in an increase in potential areas of responsibility; fourth, the development of virement as a concept in planning school budgets was regarded as the essence of delegation in an immediate sense; fifth, a basic consolidated school allowance was the culmination of initial achievement in the adaptation of current arrangements.

THE CAPITATION ALLOWANCE

As part of the forward planning for the next academic year, 1985/86, headteachers would have based provisional allocations for subject departments on figures of the previous year; with revision when the exact amounts became known. Notification to schools placed responsibility for capitation funds in the hands

of the headteacher. Four points arise: first, the funds under this heading served as the embryonic precedent for delegation and the growth of responsibility; second, its management was closely related to the subject/faculty organisation of secondary schools participating in arrangement of curricular and extra-curricular support; third, the amount involved was limited to a small percentage of the LEA revenue budget (less than 4.7% in 1986/87 - Figure 6.1); fourth, it was subject to certain conditions.

These arose partly from the retention by central office, for its own control, a portion of the aggregate (all schools) total as a contingency fund, while monitoring accumulating expenditure against allowances in each case. Also, the system had a rigidity arising from two characteristics: there was strict adherence to a stated limited range of materials which could be purchased from nominated suppliers under contract; expenditure was controlled on a financial year basis with a reminder in the annual allocation letter to schools confirming this inflexibility.

The result was the emergence of three problems: first, schools found difficulty in acquiring specialist and relatively expensive items of equipment in a tightly controlled capitation budget which was subject to a substantial, external commitment to essential textbooks and educational stationery. These, in turn and additionally, had to be made available according to a regularised but progressive internal scheme of teaching group

requirements.

The second problem arose from delays in the arrival of goods at schools. The County Supplies Department was inundated with orders for items of stock to be delivered in the first quarter of the financial year, to enable schools to prepare, during the summer term, for the new academic year in September. This caused operational problems in the County Supplies Department which could have been alleviated by allowing early ordering, purchase and delivery before 1st April.

Thirdly, insistence in LEA budget procedures on the complete spending of the allocation towards the end of the financial year, in order not to lose part of it, could not be absolute. However, if plans had not been finalised there was a tendency to force the purchase of lower priority supplies in some schools. On the other hand with storage space, it was possible to anticipate, for example, annual stationery needs.

Per capita statistics extracted from annual statements to schools during the mid-1980s (for example LHW/SS/06.2/BD 22.3.85) include the following trends: a differential for teaching heads in primary schools was maintained; an additional allowance was available for secondary schools with sixth forms; a lump sum with minor annual variations consistently augmented the per capita figure; year-to-year changes reached almost 15% increases or decreases in both sectors.

A CARRY FORWARD POLICY

As early as 1981, in discussions on the revenue account for the financial year 1981/82, a joint report from the Director of Education and the County Treasurer to the Finance and Resources Sub-Committee referred to the necessity of allowing some flexibility in financial management into the next financial year. It was recommended that, subject to the approval of the sub-committee, budgetary practice regarding the control of capitation expenditure should be amended to include carrying forward "within limits". No control levels were specified but the acceptance of the policy represented an early advance in the process of devolution: it was to develop into a feature of decision making which was the essence of delegation.

An internal memorandum dated 12.12.84 from the Director to the County Treasurer suggested application of the same principle to particular areas:

"Savings in fuel, light, cleaning materials and water (could be) carried over to next year as recommended".

This would have been additional to the capitation total. No statement of policy was made to schools at this time: the matter received attention at a later date.

The existing problems of inflexibility could have been solved to some extent by adjustment in the next financial year. Sufficient funds could have been accumulated in a school, before or after the first day of April, for the initiation of new ideas and the prompt acquisition of related expensive

equipment with a controlled effect on normal patterns of departmental needs.

However, the concept was not introduced to facilitate purchases: it was relevant to the "year end" central accounting procedures which could not be packaged tidily into separate periods before and after 1st April. Pre-1985, orders were placed through the Supplies and Services Section and any such orders not invoiced before 1st April would have to be listed centrally (i.e.'sundry credited') for reference to the appropriate year.

After 1985, orders were sent direct to suppliers and central officers were not involved in handling invoices from which previously they had composed sundry credit lists. In order to make it unnecessary for schools to create their own version as an alternative to the lists, and aware of the complications implicit in the 'year end' accounting practice, the possibility of deviation of 15% was established by the County Treasurer's officers. This meant, for any order placed and not invoiced, the account and the amount outstanding, up to 15% of the capitation total, would be carried over to the following financial year. Thus it was an administrative convenience which grew out of the use of the sundry credit list.

Evidence of the significance of the principle is forthcoming from a reference made in an inter-departmental memorandum from the County Treasurer (Accy 1/BRL/CL 2.10.85). Aggregate totals for capitation in the 1984/85 accounts were involved. Records

indicated an underspend of £87,000 in primary schools and an overspend of £110,000 in secondary schools. These figures were considered sufficiently close to be accepted on a reciprocal basis - a decision which consequently was described as making unnecessary any adjustment in the 1984/85 accounts by means of a 15% carry forward. A tabulation giving details of costs at each school was sent to the Finance and Development Section for checking. The Education Department were invited to comment.

In terms of the total Education revenue account, a contribution from a capitation carry over figure, though not great, could not be taken in isolation, although the announced underspend of £858,000 on the full 1984/85 account does put the comparatively minor problem of capitation into perspective. The announcement had been made to schools by the Senior Administrative Officer in charge of the Supplies and Services Section, on behalf of the Director of Education, on 22nd March 1985; as follows:

"Any balance in your allocation as a result of your over- or under-spending, to a maximum of 15% of your total school allowance, will be carried over to the following year" (LHW/SS/06.2/BD 22.3.85).

On the other hand, despite the clarity of the above statement, some schools were in doubt as the end of the next financial year approached. A note from the Finance and Development Section (F&D/DRS/KIP 12.2.86) to the Assistant Education Officer (Revenue and Technology) stated:

"Several comprehensive schools have already requested whether or not the policy of the Authority will allow over/under spend of 15% of their capitation into the financial year 1986-87. It is

likely that the County Treasurer's policy will again conflict with the needs of individual schools. The Treasurer's Department intend to balance the accounts at the end of the year to ascertain whether there is a global over/under spend of the capitation allowance. If this is so, it is necessary to inform schools to avoid future confusion".

Officers of the County Treasurer's Department continued to express misgivings about the possibly potential destabilising effect on global capitation totals if significant carry over amounts were made by several schools simultaneously. Despite their experience of the relatively low figures involved, they were not convinced that the effect on the aggregated capitation total would not present difficulty. These doubts were expressed at various times in policy discussions in 1986.

Nevertheless, education officers persisted: the statement of 22nd March 1985 was repeated verbatim by the Senior Administrative Officer of the Finance and Development Section in the following two years (21.4.86 and 28.4.87).

The principle had become a feature of school financial strategy.

A BROADER DEFINITION OF CAPITATION

During the autumn of 1984, joint discussions took place between chief officers and their deputies in the Education and Treasurer's Departments. The intention was to concentrate on a broadening of capitation, "possibly better renamed 'school or college allowance'", during 1985/86.

Figure 6.3 A BROADER CAPITATION : INITIAL RECOMMENDATIONS

- * 1. Books and equipment
 - * 2. Cleaning equipment (A)
 - * 3. Domestic equipment
 - * 4. Furniture/fittings
 - * 5. Printing/stationery
 - * 6. Telephones (A)
 - * 7. Postage (A)
 - 8. Staff travelling and subsistence expenses
 - 9. Aids to pupils
 - 10. Fuel(A)/light(A)/water
 - 11. Day to day maintenance(A)/repairs
 - 12. Examination fees and expenses
 - 13. Some in-service training costs (AC)
 - 14. Teacher support staff (AC)
- * Subject to Education/Treasurer joint agreement 13.12.84.
(A) Also suggested by Audit Commission (1984).
(AC) Suggested by Audit Commission only.

It was considered preferable, particularly in the school context, for the per capita approach to a global amount of available money to be retained. Criteria would have to be established to calculate an appropriate allowance incorporating additional budgetary heads. The Director, encouraged by the potential scope suggested by the Audit Commission (1984), recommended, on 12th December 1984, an extended list for initial consideration (Figure 6.3) while acknowledging the

importance of the 'pace' at which integration could occur. The Treasurer displayed more caution in a reply dated 13th December 1984, concurring, in reality, with the comment on pace and the 'step by step' procedure of the Audit Commission. Agreement was reached on seven items.

On 17th December 1984, the Deputy Director informed the departmental management down to Section head level of the progress made and of the need, over the next months, to look fully at the most sensible manner of proceeding administratively.

The local government officers foresaw the significance of certain principles, later recognised as fundamental to the whole process. For example:

- (1) Certain expenditure headings could not be delegated appropriately.
- (2) A high percentage of the ultimate funding for a school already would be committed.
- (3) Integration of budget headings would need to be based on a phased programme.
- (4) The rate of inclusion of individual headings would vary according to the nature of new administrative routines involved.

Delegation of budget responsibility depended on the ability of the school staff to handle the related administration. The computer equipment installed in secondary schools and the manual methods which could be introduced, pending the purchase of desk-top facilities, at primary level, were expected to be adequate for the agreed list. The extent of the training necessary was not fully realised.

The accounting procedures of the County Treasurer's Department, not least those with a technological base the complexity of which could easily have been underestimated, would require revision to match any new orientation towards schools and colleges. Accounting Instruction No. 4 had been issued by the County Auditor in February 1985. This revised the Creditor Payments System with reference to the responsibilities of chief officers, the duties of spending departments and documentation for completion by educational establishments.

The commitment of other service areas, such as Property Services and County Supplies, would have to be reshaped.

Figure 6.4 **SECTOR VARIATIONS**

	Secondary Schools/Colleges	Primary Schools
Cleaning Materials etc.	Yes	Yes
Capitation	Yes	Yes
Furniture, Fittings & Domestic Equipment	Yes	Nil
Printing, Stationery & General Office Expenses	Colleges only	Nil
Telephones & Postage	Yes	Nil

Agreement was reached on the extension of the list to seven items, as marked with an asterisk in Figure 6.3, for delegation to schools and colleges for the financial year beginning 1st April 1985. Committee approval was secured at the Finance, Staffing and General Purposes Sub-Committee on 14th March 1985. The form of the presentation of the Joint Report of the County Treasurer and the Director of Education to the sub-committee

differed from that of the original departmental correspondence in order to accommodate variations which had been finalised (Figure 6.4) in primary, secondary and college consultations. Members were informed that the on-going devolution of administrative and budgetary control to schools and colleges incorporated a requirement to determine priorities within an overall allowance, embracing several budgets as approved by committee.

At this stage the continued analysis of actual expenditure by the central Section for relay to the County Treasurer's Department would continue.

The Deputy Director had anticipated the sub-committee acceptance. Dated 15th February 1985, an internal memorandum had been received by the Senior Administrative Officer, Supplies and Services, as follows:-

CH/RC

"Secondary Schools - Telephones, Postage, Cleaning
Equipment/Materials

I'd be grateful to receive your suggestions as to how best to distribute monies (i.e. formula to use) for the next financial year by Monday 25th February."

The discussion following this initiative resulted in the calculations which created the individual school allocations. The integration of the remaining headings was considered likely for April 1986. This proved to be too optimistic but a real awareness of the significance of the rate of devolution and, more importantly, of the need for change, had emerged.

VIREMENT

Constraints had always existed on the autonomy of headteachers in their control of the pattern of expenditure within the capitation total, as part of their management role. The statutory accountability of the LEA, the responsibilities of governors, the limits imposed by an LEA annual budgetary policy and the servicing of an agreed curriculum, were relevant criteria which continued to be unassailable.

Delegation was realistically possible when applied to the placement of orders, certification for payment, the apportionment of funds to specific purposes, relationships with other West Glamorgan departments and the timing of the use of funds in terms of the financial year.

The discretion mentioned in March 1983, to make limited decisions on the use of capitation funds, grew into a fully delegated control of the global figure available to each school during 1985/86 and subsequently. This was the development of virement.

In the initial stage, this duality of intent, to widen the allocation and facilitate virement within it, was evident in the dialogue between chief officers. During December 1984, the Director wrote -

"Ultimately, it is hoped that schools/colleges not only have a much broader definition of capitation but also the freedom of virement of resources at the margin, ie. to decide whether extra hours of teaching or clerical/educational support staff or extra books/equipment".

The Treasurer's reply was prompt and broadly in favour. The topic featured in the early briefing meetings held with headteachers and principals. The Deputy Director referred, on 13th March 1985, to,

"the need to tilt the balance of decision-making to schools (with) virement on marginal resources ... most decisions have educational significance".

While addressing the Main Working Group on 26th March, the Director foresaw -

"a more independent role in decision-making in schools and colleges with, for example, more virement at institutional level".

The principle was reinforced by Section 29 of the Education Act (DES 1986) whereby it was recognised as the duty of the LEA to make available annually -

"a sum of money which the governing body are to be entitled to spend at their discretion on books, equipment, stationery and such other heads of expenditure (if any) as may be specified by the Authority or prescribed by the Secretary of State".

Thus the original elements of capitation were mentioned categorically with scope for the additions and virement.

On the other hand, the above was conditional upon the governing body complying with "such reasonable conditions as the authority think fit to impose". Also, it was considered necessary for the Secretary of State to consult "such associations of local authorities as appear to him to be concerned and any local authority with whom consultation appears to be desirable" before making any regulations under this section (Section 29 (1) (b)).

The latter stipulation had not been part of the corresponding section (Section 23) of the Education Bill prior to its elevation to the statute book. However, one sentence emphasising the discretionary aspect had been included in Section 23 in parenthesis:

"...for it to be the duty of the local education authority (with a view to enabling the governing body to determine how a proportion of the funds allocated to the school should be applied) to make available in every year.....".

Apparently judged to be repetitious, it was omitted from Section 29 of the Act.

Meanwhile, schools were informed. Letters of 22.3.85 and 21.4.86 from the finance section included the following sentence:

"The total amount to be spent in each of these areas is left to your discretion".

By this means and through this practical application, the concept became a reality. Progress continued as the Core Working Group considered a paper on 'Virement to Schools' (JBHD/YHR/28.10.85) on 30th October: the essential nature of block allocations was realised. However, the report stressed that:

- 1 Once the initial analysis of the codes had been done in order to aggregate the block, it then seemed a contradiction to re-analyse each year.
- 2 The next step was to equate the block allocation to an overall per capita figure for each school.
- 3 It could have been argued that this was too coarse a control for year to year adjustment but any finer tuning would have meant a return to some code by code analysis of spending within the overall figure.

4 It was assumed that control over codes within the block was not necessarily lost since invoices would have still carried the code number and would have allowed subsequent analysis of spending. This emerged as a mistaken assumption, but progress towards a composite total with virement was made.

At this meeting and with a second paper available (18.11.85), further discussions on the suitability of a variety of headings as part of the future extension of delegation were initiated.

The Supplies and Services Section, as it existed in the period 1974 to 1985, had monitored individual code totals per school. The report to the Finance, Staffing and General Purposes Sub-Committee on 14th March 1985, had indicated an expectation, similar to that of the Core Working Group, that this would continue. However, the Finance and Development Section after September 1985 limited its monitoring role to the reconciliation of accumulative aggregate totals.

It came to be realised that while the total for each school would match central records, amounts under individual headings would not correspond to, and could not be reconciled with, central budget totals per code. On 28th January 1987, the Assistant Director (Schools) frankly reminded a meeting of WGASH:

"The vast amount is fixed money and virement will occur only in small percentages at the margin".

Despite this, the opportunity to manage even this proportion of funds was considered a worthwhile advantage, far outweighing relatively the actual value of the sums manipulated, as the experience of even small schools later was to confirm. For many

headteachers it became a real incentive, compensating for the lack of additional clerical hours and influencing favourably attitudes towards devolution.

It was the responsibility of the Finance and Development Section head to ensure an expenditure pattern right and proper in terms of the financial regulations of the Authority, respecting the 15% carry forward maximum.

The LEA, under the direction of the County Treasurer's Department which had the responsibility for statutory returns to the central government on spending patterns, felt it was necessary to approve any required virement to anticipate trends in school budget movement.

A system to ensure that this took place was implemented. If, during the course of the financial year, a school could identify: a fall-off of demand in any particular area, an increased demand for certain materials or a need to plan for the future to ensure the successful development of a new initiative, the school would be able to vire appropriate amounts of money between chosen headings. The head of the Finance and Development Section, who was responsible for monitoring expenditure of schools on behalf of the Director of Education and the County Treasurer, would have to agree to the transfers involved.

Given this context, as the delegation process progressed, virement was recognised as a vital area of decision-making. It contributed to the idea of value for money, making possible the

placement of funds where they could be most effective: prompt responses to special needs and contingencies were possible. Scope for teacher initiative was facilitated.

Participation in the operation of virement assisted in the creation of a more positive and fulfilling contribution from school administrative staff. It extended the sphere of involvement in stewardship of the wider school management. Where resource committees were organised, they were representative of all staff, for whom were provided opportunities for constructive contributions in departmental and overall team situations. Torrington et al (1987) emphasised the advantage in teachers appreciating each other's work, implying an opportunity for success through a commitment arising from shared ideas, negotiation and the promotion of a sense of an integrated community.

Virement had uncluttered the operational procedures of school/centre administrative links. It had made possible the development of a clearer relationship between two groups of professionals. In short, the results of virement were seen by officers to be a fruitful conclusion to the process of provision and enabled school managements to be more successful in the attainment of educational objectives - the major contribution in practice to the basic principle of decision-making close to the point of delivery.

THE BASIC CONSOLIDATED SCHOOL ALLOWANCE

In 1985 the threshold was crossed. On 22nd March, schools were informed of details of funds available for the new financial year (Appendices 12,13) under the heading: "Basic Consolidated School Allowance 1985/86". This encapsulated features marking the progress of initial planning: the broadening of capitation, the first steps towards virement, a lessening of bureaucratic support but retention of strategic control of additional specific funding.

The word 'capitation' had been discarded as a title of status attained as a major all-embracing name for the origin of the resources used in everyday teaching and in constant use in the school situation. However, it survived as Code 201, still synonymous with 'books and equipment', the one category to be calculated on a per capita basis in the list of codes which made up the allowance. The precision required in handling specific items of increased variety brought about its disappearance as a generalisation covering the full allocation. It remained in school use as a budget heading under which heads of department and all in-house cost centres dealing with classroom and classroom-related teaching submitted their annual budgets.

In the correspondence the amount allocated to each heading, based on established criteria (Appendix 14), was listed

separately. This was the first step towards virement. Simultaneously, this information confirmed the feasibility of the proportion each heading made to the school total.

The 1985 statements to schools, together with those of 1986 and 1987 represented a sequence of appropriately decreasing administrative support: it was a continuation of the policy of autonomy gradually delegated and based on informed decisions.

Thus - 1985 - Description and actual allocation
1986 - Description and method of allocation
1987 - Description

Each year a reminder was included on the 15% carry forward principle. In 1986 and 1987, GCSE costs (£30 per pupil) were incorporated. The block allocation was the ultimate aim, as had been discussed in the Core Working Group and quoted on page 121. At the same time, it was recognised that the Education Department could not abdicate totally its responsibility for this part of financial administration: monitoring aggregate totals would ensure effective institutional budgetary control.

In the guidance notes accompanying the notification of 28th April 1987, schools received the first announcement on energy targets and of how savings could be used in the next financial year.

The foregoing series of annual statements enabled staff in schools to see financial delegation in action. The consultation and committee policy decisions which characterised the first stage of devolution had preceded the development of the block allocation. In the second stage, the sequential presentation

over a three-year period was reassuring to headteachers: a loss of confidence was avoided without universal acclaim of all details. The new alignment of administrative procedures of the central office were being consolidated; the schools were creating routines to deal with transferred tasks and beginning to realise the benefits of virement.

There was one negative: the system was not considered ready for use of cheque books by schools.

The obvious advantages of acquisition of goods and services without delay, prompt payment and one more concession to on-the-spot decision-making could have been recognised but, in any case, the whole programme of dialogue was continuing.

STRATEGIC CONTRIBUTIONS

As the potential for delegation of individual budget headings was investigated, the necessity to retain centrally the control of certain funds became apparent. Indeed, foregoing chapters have illustrated how the earliest dialogue between chief officers, and later consultation, included a postulated awareness of this likelihood.

Secondly, as devolution evolved it was seen as important for the Local Authority to retain within its corporate and monitoring role, the ability strategically to inject additional resources into the education service. This involved decisions on priorities, the securing of funds, their transfer into

school accounts and the allocation of tangible contributions by members of the Advisory Service; for example, 'start up' support for local curricular initiatives over which they had co-operated with school departments.

Such resources originated as additional funding relevant to particular policies and from annual programmes of Education Support Grants. These were introduced in 1985 and were paid to LEAs in Wales through the Welsh Office at a rate of 50% or 70% of approved spending, following effective statutory consultations with Local Authority Associations (Tettenborn 1987).

On 25th June 1986, in Circular No 5/86, LEAs were invited to apply by 1st October 1986, for education support grants for expenditure in the financial year 1987/88. The aim of the grants was to encourage LEAs to deploy a limited amount of finance into activities which appear currently to the Secretary of State to be of particular importance. They were intended to promote continuing improvements in the education service and to assist LEAs in their reaction to changing demands. The grants were not designed to lead to an increase in aggregate local authority expenditure.

Some of the activities to be funded were of considerable significance in the context of the consolidated allowance, viz:

XIII - The provision of books and equipment for GCSE examination course in schools.

XIV - Developing the use of the spoken word by pupils aged 5 to 16.

XV - Pilot projects to promote social responsibility among young people.

These, and responses to other locally recognised special educational needs, were translated each year into a comprehensive list of specific funds for distribution to schools and other centres. In 1986/87 they were sixty per cent funded (Figure 6.5).

Figure 6.5 SPECIFIC FUNDS 1986/87

	£
Special needs - Partially Hearing Units	) 8,000
- Partially Sighted Units)
Computer Education	3,000
Welsh Books	13,000
Musical Instruments	14,000
Equipment - Physical Education	7,000
- Science	14,000
- Craft	14,000
- Drama	3,000
- Home Economics	8,000
- Commerce	2,000
Outdoor Education	4,000
Theatrical/Orchestral	10,000
Art Equipment/Exhibitions	5,000
Hire Charges (Cookers)	20,000
Maintenance Equipment	30,000
Mathematics	7,000
Initial Grants	30,000
Understanding Industry	2,000
British Petroleum Scheme	10,000
Central Curriculum Development Unit	2,000
Schools Traffic Education Programme	2,000
Truancy Unit	1,000
Curriculum Development	14,000
Schools Library Resource Centre	35,000
Scientific Instrument Repair Unit	80,000
Contingency	30,000
Total	£ <u>368,000</u>

Additional money would become available on a national scale and the central government reviewed priorities nationally. Transference of certain sums to any county would create an opportunity for that LEA, in turn, to reconsider its own priorities.

Changes in expenditure were considered at committee level. The committees would relate new demands to the budget operating for that year and any such funding had to fit into established patterns. It would mean a budget revision. The administrative process centred around the Financial Regulation document FR10, the vehicle for special additional provision through any re-alignment of funds seeking committee authorisation.

Support for GCSE courses was included in requests in two consecutive years and resulted in a revenue item of £300,000 (Figure 6.1) and the £30 per pupil contribution in the corresponding documentation sent out to schools.

In 1985, there were protests from headteachers; and research had been undertaken centrally. The secretary of the WGASH had corresponded with the Director and the chairman of the Education Committee on 22nd November. Existing demands on capitation were itemised in relation to the current figure of £22.00 per pupil and the claim was made that this position, already difficult, would be "worsened by the introduction of GCSE within the next few years".

The argument continued:

"The new examination does demand an almost total resourcing of all examination departments. On most conservative estimates we have to talk about £8,000 per examination subject; there being, on average, fifteen such areas making a total of £120,000. Such a figure would have to be in addition to the existing capitation. At present no school is in a position to even contemplate the implementation of the new examination....Please note that no mention has been made of the erosion to the situation which has been brought about by inflation".

A second letter was sent to the Director on 5th February 1986, quoting disquiet about organisational matters as well as finance, as expressed at a recent Association meeting. No headteacher was confident at that time about a successful introduction of the new examination.

On 11th February, the Director of Education replied -

"Clearly the situation is very difficult. However ...the final decision in the matter rests with the Secretary of State and his pronouncement of the last few days indicates his determination to proceed.

At present, the question of an addition to capitation monies is under consideration.

I recognise that we are all moving forward with considerable misgivings, and probably would prefer a delay. At the same time, if the decisions taken elsewhere are such that the examination proceeds, all we must do is to do the best we can in all the circumstances".

The research initiated by the Deputy Director was undertaken by the Education Consultant, who reported in March 1986. The purpose of the investigation was, "to establish probable financial implications of the introduction of two-year GCSE examination courses in September 1986". Findings included the following: costs would vary between subjects; minority subjects

would tend to disappear; rationalisation of teaching groups would have implications for accommodation and staffing; 41 subjects were likely to be taken by 38,966 candidates. The two-year estimated total requirement for one cohort of examinees was £1,077,328, far in excess of the £300,000 in the estimates for 1986/87 and to be repeated for 1987/88.

For the second year in question, on 18th December 1986, the Schools Sub-Committee received the following:

"An additional injection into the schools arena of £2.1 million is requested for 1987/88".

The report of the Director of Education amplifying this statement explained how the need for some additional expenditure in the schools of the county was critical:

"Without extra monies, a range of high priority considerations, not least the development of the GCSE curricula and examinations within each secondary school, will be seriously prejudiced if not curtailed".

Administratively, it was important to justify the amount involved to secure the agreement of elected members.

The committee was reminded of the introduction of the GCSE in September 1986, and of how the first cohort of pupils would sit the examinations in June 1988. A second group of candidates would commence formal studies in September 1987.

"Of major significance is the renewed and extended emphasis upon pupil-centred learning with much concentration of active participation of young people in project work and on modes of assessment spanning the two years of the course. The success of the new approaches is dependent upon the introduction of coherent new teaching strategies throughout the secondary range" (Committee Minutes).

It was recognised that like teaching staff levels and adequate teacher support staff, capitation presented vital resource implications, with additional monies as essential prerequisites.

"A sum of money equivalent to £7.50 per pupil per subject has been distributed to schools within the County. It is evident that this finance, while most helpful, was inadequate. The demands for books, equipment, consumable materials and reprographic materials are considerable. The minimum additional funding per pupil per subject in each of the two years of the course is around £10.00. Without an expenditure of this magnitude, it will not be possible to make available to both teachers and pupils an adequate range of books, material and equipment" (Committee Minutes).

To provide the £400,000 needed in 1986/87 and a further budgetary input increase to £800,000 in 1987/88, £100,000 and £500,000 would be required in the two years respectively.

Recommendations outside the specific context of GCSE included an additional input of funds over and above inflationary trends for developments in a number of curricular areas in the primary sphere, not least in science and technology. There was a need to improve the book stock situation in many secondary school libraries and to give consideration to a further injection of monies through the leasing of hardware and purchase of associated software in information technology. This latter development was seen as essential to progress. The total was in excess of £2m..

To conclude this section, the basic consolidated school allowance was manifestly effective as an introductory framework for the first advances towards financial autonomy. The real

accomplishment of education officers in 1985 was the presentation to schools, albeit in a limited portion of their revenue, of the beginnings of the extension of codes, discretion for virement and year-end carry over of funds; to coincide with the administrative changes reaching fruition in the September of the same financial year. Having concentrated on what was to be done, it is logical, at this point, to examine methods and procedures of how to do it.

CHAPTER 7 ACCOUNTABILITY IN BUDGETARY CONTROL

Financial records in schools were of fundamental importance in the current situation: the success of devolution depended to a great extent on their accuracy; and for this the school staff were accountable. In a later chapter (Chapter 10), the theme of accountability is developed in relation to the full educative role of schools and management of resources; here the emphasis is on the development of effective administrative procedures.

LEA officers recognised and accepted the obligation to support schools in a variety of ways as responsibility was devolved: one of these was the reconciliation of end-of-year central accounts and school records, which was eventually to lead to a real advance in the process of budgetary control and the search for accuracy. The guidance notes issued at the beginning of each financial year outlined the areas for which institutions were accountable. In the new circumstances, the officers considered it their responsibility to ensure an understanding of the commitment required in annual balances. The position for secondary schools was clarified under the heading of 'Ordering and Payment of Account March 1987': DRS/JLS.

The necessity, centrally, to monitor school documentation within the delegated areas was acknowledged. Accountability of headteachers was introduced in tangible form in June 1985. The

requirement was a termly entry of amounts committed to date and, for purposes of comparison, the total allocation for the current year. A more comprehensive return was considered necessary to cover information relevant at the end of the financial year. For this purpose, form F&D1 was created within the responsibility of the Finance and Development Section. The form for April 1987 was slightly modified to emphasise the carry over element from 1985/86 and the contribution made in the current year by records in PROWESS.

The accountability direct from the establishments to central offices was provided within the roles in both Education and the Treasurer's Departments. The final stage in the relevant administration was the payout system for settling the accounts of creditors. The invoices passed by the school were processed during a period of several days and cheques were despatched after approximately two weeks.

Two principles were involved : first, double entry book-keeping created and safeguarded records which made possible an understanding of what happened in revenue accounts; second, it was important to appreciate the difference between commitment accounts and actual expenditure: these needed reconciling. As financial delegation expanded it would be important for schools to be able to do this, referring to a statement provided regularly by the County Treasurer whose records also were used for budgetary control on a county level.

At the end of the financial year 1986/87, establishments

were advised of ways of dealing with carry over figures into 1987/88 and the techniques necessary to manage ordering and submission for payment. By March 1987, the format of procedural notes had been established and were repeated verbatim in 1988. The transition between financial years, with the numbered periods on either side of 31st March for entry on invoices, required particular concentration.

THE PURPOSE OF RECORDS

School financial records were composed by monitoring and controlling expenditure and income, as well as related commitments such as orders placed, against the annual budget allocated to the school. With devolution, the importance of this function would increase. Until a fully integrated system was created for primary schools, the latter would have either manual methods or spreadsheet packages suitable for micro computers.

Records in secondary schools were based in part of the computerised PROWESS, in which the confidence of school staff had to be unquestioning (See Chapter 4). For all central accounts the County Treasurer's Department used the Local Authority Financial Information System (LAFIS) on the County Council's central ICL mainframe computer. They were functionally different: PROWESS was a multi-purpose management tool, a tabulation of commitments to purchase and receipt of

goods; LAFIS was a record of payments, subject to detailed control, with a status maintained by a full, all departments, county function. Both arrived at an expenditure total for each educational establishment.

THE NEED FOR RECONCILIATION

Inaccuracy in entries of the seven listed, and other, codes occurred, though not unreasonably, in invoice submission by schools and in central payment procedures. Confirmation of details on completed returns was required from the Finance and Development Section. It was essential to ensure that all concerned were satisfied with the accuracy of both sets of information. Reconciliation of figures produced by the two systems became necessary. A detailed examination of all items would be required before the carry forward to 1987/88 could be finalised. In order that this may be achieved, LAFIS print-outs were distributed in August 1987. Schools were invited to check the lists against their own records and inform the Education Department accordingly. A more fundamental need was the procurement of evidence of areas of potential change in the search for maximum compatibility between the two systems.

PRINTOUTS RECEIVED

LAFIS tabulations were based on requirements of the Treasurer's accountants. As far as schools were concerned, when checking the print-out sheets, the meanings of reference points were inadequate. Information, in various ways, was difficult to recognise; it did not conform to the original list of codes; several columns appeared irrelevant to the task in hand. The individual amounts per item were the only basis on which cross-checking could be carried out. Schools failed to collate many of these cost figures with their own apparently correctly recorded details and listed them, usually unnecessarily, as queries, presumably because the amount could not easily be identified. Problems of detail and format were aggravated by the absence of prior explanation. These difficulties were appreciated centrally: suggestions from school staffs were accommodated.

The manner in which the work was delegated by headteachers varied considerably. As a result, responses were presented in ways reflecting a number of factors:

- 1 The personal involvement of the Headmaster,
- 2 A major contribution from the Deputy Head,
- 3 A responsibility as part of the role of a Senior Teacher,
- 4 The expertise, sometimes related to previous central office experience, of School Administrative Officers,
- 5 The contribution of clerical staff either assisting an Administrative Officer or with significant responsibility in budget control support in their own right,

- 6 The format of the PROWESS records,
- 7 The early acceptance by the school of close agreement of totals, sometimes with a reluctance to invest the time required for checking,
- 8 Return of the print-out with simple indications of queries with or without a supporting list,
- 9 The non-return of the print-out document and no list of apparent discrepancies,
- 10 The desire to present a meticulous, neatly typed list,
- 11 Good practice in regular cross-checking of the receipt of goods and services, and associated documentation (if any) with orders submitted.

During the Autumn Term 1987, the lists of queries were forwarded to the Finance and Development Section. They were collated and scrutinised. It was noted in a survey by the Education Consultant (Figure 7.1) that 72% of the enquiries were received from six comprehensive schools, with eight nil returns and four schools not participating. Many entries on the print-outs were questioned where discrepancies occurred between the two sets of records - in consequence of the lack of adequate transfer of information or mistakes in the data inserted in original documentation.

Sources of discrepancies were located in school and central offices as follows:-

In schools -

- 1 Simple coding errors,
- 2 Incorrect coding of V.A.T.,
- 3 Failure to recognise and record invoice despite certification of the attached yellow sticker for payment,
- 4 Insufficient analysis of expenditure on petty cash claims,
- 5 Inaccurate data on paying-in slips for income,

Figure 7.1

LAFIS/PROWESS RECONCILIATION 1987

SCHOOL	NUMBER OF QUERIES GENERATED	DEMANDS ON TIME (HOURS)		
		MANAGEMENT	ADMIN.	CLERICAL
Bishop Gore	12	30 (DH)	20	40
Bishop Vaughan	0	*		
Bishopston	0	10 (DH)	15	30
Cefn Hengoed	0		15	
Cefn Saeson	69		72	61 (1)
Cwmtawe	0	*		
Cwrt Sart	37		40	15
Cymer Afan	90	10 (HM)	45	30
Dillwyn Llewellyn	37	*		
Dwr-y-felin	15			40
Dyffryn	126	15 (HM/DH)	40	10
Dynevor	2	10 (DH)	25	10
Glanafan	31	12 (HM)	25	20
Gowerton	137	20 (2)	8	
Gwyr	*	nil		
Llangatwg	21		12	
Llansamlet	*	*		
Morrison	61	1 (DH)	20	10
Mynyddbach	39	20 (HM)		112
Olchfa	*	40 (HM/DH)		47
Penlan	0	*		
Pentrehafod	*	*		
Penyrheol	0		10	
Pontardulais	0	6 (HM)	30	10
Sandfields	20	15 (DH)	45 (3)	15
St. Joseph's	72		25	2
Ystalyfera	0			4

Total	769	189	447	456

Average per school	28.4	7.0	16.6	16.9
Average per return	33.4	9.0	21.2	21.7

* no return received
 (1) including 48 hours YTS
 (2) Teacher Scale B
 (3) including technical error in PROWESS.

- 6 Certifying incorrect figures,
- 7 Incorrectly entered approved invoice details,
- 8 Failure to recognise adjacent twin entries marked debit and credit for a recorded but uncharged item.

In central office -

- 1 Failure to inform school of entry under alternative but unrelated heading.
- 2 Difficulty in tracing documentation of original transactions.
- 3 Insufficient information on County Supplies charges.
- 4 Returning batch of invoices containing one flaw.
- 5 Charging items for which central provision existed.
- 6 Need to inform schools of corrected errors.
- 7 Payments made centrally, entered in printout, and charged to school account without notification.

In these instances school staff could not see the justification for a charge being made against their budget. Schools were credited with amounts corresponding to items found to be wrongly charged. These were added to their carry forward totals. The Education Consultant liaised between schools and departmental officers. Initially, not all explanations were accepted without demure. The carry forward figure was the key focus of much anxiety: it could not be finalised until the separate records were balanced. Reactions of headteachers varied from grateful acceptance to strong disagreement.

All secondary schools were informed of their revised figures on 1st December 1987. The covering letter (F&D/MT/JLS 1.12.87) contained an invitation:

"This figure is subject to the reconciliation of any payment queries raised by you for further investigation by the County Treasurer's Department. You will be notified of any adjustment made in this figure".

Figure 7.2

RECONCILIATION 1986/87

FINAL CALCULATIONS

SCHOOLS	BUDGET	LETTER 1.12.87	FURTHER CREDITS	TOTAL UNDER -SPEND	15% OF BUDGET	NOT TRANSFER -ABLE
Bishop Gore	75,474	5,887		5,887	11,321	0
Bishop Vaughan	43,438	2,647	555	3,202	6,362	0
Bishopston	45,659	6,849 *		7,436	6,849	587
Cefn Hengoed	65,476	7,910		7,910	9,821	0
Cefn Saeson	43,982	6,597 *		8,774	6,597	2,177
Cwmtawe	81,239	5,989		7,084	12,186	0
Cwrt Sart	38,134	4,598	621	5,219	5,720	0
Cymer Afan	43,436	6,515 *		10,898	6,515	4,383
Dillwyn Llewellyn	37,949	5,692 *		9,456	5,692	3,764
Dwr-y-felin	59,124	5,642		5,642	8,869	0
Dyffryn	46,548	-1,259 [1]		5,168	6,982	0
Dynevor	39,088	1,597	629	2,226	5,863	0
Glanafan	43,037	4,319	516	4,835	6,456	0
Gowerton	68,397	7,072 [2]	255	7,327	10,260	0
Gwyr	61,769	3,005	377	3,382	9,265	0
Llangatwg	53,309	- 50	179	129	7,996	0
Llansamlet	19,294	2,054	797	2,851	2,894	0
Morrison	59,883	7,056	195 [3]	7,056	8,982	0
Mynyddbach	47,256	4,611		4,611	7,088	0
Olchfa	92,043	1,864	1,039	2,903	13,806	0
Penlan	44,195	6,629 *		7,446	6,629	817
Pentrehafod	61,186	8,280	744	9,324	9,178	146
Penyrheol	55,482	8,322 *		9,278	8,322	956
Pontardulais	42,083	6,137		6,137	6,312	0
Sandfields	43,502	6,525 *		7,926	6,525	1,401
St. Joseph's	38,921	4,286		4,286	5,838	0
Ystalyfera	42,990	6,449 *		6,765	6,449	316

[1] School claimed +£6,433, subsequently revised to £5,168.

[2] School claimed £8,896 with correspondence to the Director and reference to Governing Body initiating comprehensive investigation.

[3] A contribution from minor authority (Swansea City Council) for funding community use, not included.

* 15% figure quoted pending finalisation.

Figure 7.3

CARRY FORWARD TO 1987/88 - FULL ACCEPTANCE

All carry forward figures are underspends, that is, plus amounts and are expressed as a percentage of the Basic Consolidated School Allowance.

SCHOOLS	PERCENTAGE	DATE OF ACCEPTANCE
Bishop Gore	7.8	4.2.88
Bishop Vaughan	7.3	3.2.88
Bishopston	16.2	2.2.88
Cefn Hengoed	12.0	2.2.88
Cefn Saeson	19.9	18.1.88
Cwmtawe	8.7	2.2.88
Cwrt Sart	13.6	4.2.88
Cymer Afan	25.0	3.2.88
Dillwyn Llewellyn	24.9	20.12.87
Dwr-y-felin	9.5	5.2.88
Dyffryn	11.1	5.2.88
Dynevor	5.6	4.2.88
Glanafan	11.2	3.2.88
Gowerton	10.7	1.3.88
Gwyr	5.4	3.2.88
Llangatwg	0.2	4.2.88
Llansamlet	14.7	3.2.88
Morrison	11.7	4.2.88
Mynyddbach	9.7	3.2.88
Olchfa	3.1	10.12.87
Penlan	16.8	10.12.87
Pentrehafod	15.2	3.2.88
Penyrheol	16.7	12.12.87
Pontardulais	14.5	3.2.88
Sandfields	18.2	3.2.88
St. Joseph's	11.0	3.2.88
Ystalyfera	15.7	3.2.88

The total underspend for Comprehensive Schools in West Glamorgan in the financial year 1986/87 was £163,158.00, out of an aggregate allowance budget of £1,392,894.00; that is, 11.7%.

By that date, a balance of the accounts applicable to the year completed in April was long overdue. However, some headmasters had protested without submitting queries. When this was done by all intending so to do, investigations continued. Eventually, it was possible to compose the tabulation as shown in Figures 7.2 and 7.3 with full acceptance by 5th February 1988. There were eight cases where the underspend had exceeded the maximum carry over allowed, three excessively. They were counselled accordingly.

RECONCILIATION REVIEWED

The degree of concern expressed among school staffs over the amount of time needed for checking was not unreasonable. Figure 7.1 shows the results of a survey made in response to an invitation by the Education Consultant to tabulate all apparent discrepancies with reference to specific statistics on their copy of the central office print-out.

The level of responsibility of the management and administrative staff involved, with a surprisingly significant undelegated contribution by headmasters themselves, illustrates the importance attached to the exercise in those schools; and accounts to some extent for the associated firmness with which protests were postulated. On the other hand, there was evidence to suggest attitudes were based on beliefs that the accuracy of input into PROWESS was perfect, that it matched invoice

documentation, that discrepancies originated in central offices and that, consequently, any differences would mean more funds for the school. In most instances they were to be disappointed.

The unease had been expressed in WGASH meetings, for example:

"24.9.87 - The whole difficult area of the Treasurer's print-out and its non-balance with schools' PROWESS systems was aired. Everyone found the situation to be wholly unsatisfactory."

A dialogue with officers was requested. On 23rd November 1987, headmasters of four comprehensive schools met the head of the Finance and Development Section, the Assistant Education Officer (Revenue), a member of the Treasurer's staff and the Education Consultant.

The additional demands on school resources were emphasised. Since it was hoped to establish a monthly print-out, the multiplicity of detail currently accumulated over the longer period would be avoided. Regular reconciliations should have a significant training function. They should lead to mutual understanding. Also, rationalisation and familiarisation should result in a more straightforward exercise with the elimination of inaccuracies, reducing it to a routine process. The incompatibility of the two non-manual systems, created at different times for unlike purposes, was the basic cause of most difficulties without training, and led to a general lack of confidence. The arrival of the print-out was considered ill-timed in August, to coincide with preparations for the beginning of the new academic year.

The officers explained the need to establish the first steps and thereby create an opportunity to monitor the process. Feedback on likely fundamental sources of error in the system would be welcomed. It was a positive lead to which responses in the form of recommendations could be made. Handling detailed invoices precluded the possibility of a more general approach. They are fundamental to the whole administrative procedure, linking ordering and delivery to payments, basic to the concept of accountability. Headteachers individually and through their association corresponded further with the LEA.

The West Glamorgan aim was one consolidated accounting system within the larger county setting and matching available resources. Discrepancies would be erased to ensure accommodation to the fully delegated budget. The evidence collated by the Education Consultant confirmed the opinion that a more sympathetic format would be required for future print-outs, based, for example, on simplified coding. Discussion could lead to financial systems being tailored to data handling demands of schools.

The following were considered:

- 1 Supplementing codes with narratives,
- 2 Provision of a LAFIS on-line enquiry system for secondary schools,
- 3 Improvements to payments data recorded on LAFIS,
- 4 Changes in County Supplies transfers to supply more information to LAFIS,
- 5 Introduction of system for feedback of invoice payment data from payments section to schools,
- 6 Changes in internal invoicing procedures.

These would not easily be achieved in view of the overall

functions required of the Treasurer's Department to produce statutory accounts to be signed by the District Auditor. In previous years any differences between centrally based establishment records and those of the Treasurer were sufficiently minor to be submerged in the overall county totals and could be accepted.

The publication of LAFIS information was a new attempt to solve an original problem in unfamiliar circumstances, for the Treasurer. It would assist matters if schools could be informed of all recurring annual payments, ad hoc financial provision and information on internal invoices. Timing difficulties still would have to be overcome, duplication avoided, invoice reference figures standardised and PROWESS enhanced to include payments. It was difficult to see how LAFIS could be wrong. It was fed by data extracted from other financial systems with details on invoices for transactions already made. Errors did occur in punching in such information but the number was small. There was more potential for mistakes as it passed through the education section and, especially, in the diverse tasks in schools; where the invoices originally were processed and where staff would benefit from more experience in financial administration and acquired knowledge of the purpose of coding.

Although requiring a relatively minor contribution from school staff, documentation related to income was a less straightforward area in which mistakes continued. Following an inspection by H.M. Customs and Excise in late 1987, attention

was drawn to incorrect V.A.T. entries under such headings as Staff Meals, Private Telephone Charges and Hire of Facilities. In fact one prominent deputy headmaster had suggested that V.A.T. was irrelevant to schools on grounds of personal development of young people without financial gain to those carrying out the transaction, and should not come into reconciliation at all. On this occasion, notes were circulated (F&D/DRS/KP 11.1.88) with samples of completed paying-in slips to be included in Handbook Two Appendix X, Section 16.

A training session was arranged for school managerial and administrative staff on the afternoon of 24th February 1988.

On 3rd March 1988, an evaluation of the reconciliation process was submitted by the Education Consultant to the Deputy Director, with copies forwarded to the twenty-seven secondary schools. It summarised the points made in this chapter while emphasising the need for an administrative awareness in school offices comparable to that already considered normal centrally. Tribute was duly paid to the widespread commitment to assistance for schools emanating from LEA Sections; with an appreciation of the willing co-operation from the Treasurer's Accountancy Section in the retrieval of filed invoice copies from departmental archives. School clerical staff and many teachers were congratulated on the ways in which they had assimilated much that was new.

The work involved in regular, frequent reconciliation would be amply rewarded, especially through a significant training

function. It could lead to mutual understanding as well as the elimination of clerical problems. Familiarisation could reduce it to a routine exercise.

The Finance and Development Section did have the means to notify schools of payments concerning internal invoices and funds used centrally on their behalf, with standard letters for such charges deductible from capitation; e.g. maintenance of equipment and printing. Also, on the positive side, there existed a proforma for informing establishments of occasional miscellaneous allocations from advisers etc.. These forms were not always used. Schools sometimes failed to note receipt of additional resources or commitments to departmental and county contracts of which they should have been aware, as part of a fundamental management policy.

The suggestion of a new form to cover all such debits and credits related to the basic consolidated school allowance and with the relevant code identified, was accepted; and first used on 29th June 1988. It was likely to become a document significant to school staff as a standardised, expected means of notification; for this reason a distinctive colour was recommended. It became Form F/D3.

In these ways the chief officers were attempting to transfer a share of accountability which required of local authorities a statutory obligation to maintain accurate records of the use of funds; while those directly responsible for schooling could also achieve their aims and objectives.

Mathewman (1985) reasons that challenges facing educational institutions in the mid-1980s essentially do not differ from those experienced in the immediate past: for example, adverse changes in school rolls and the general concern with managing and developing the purpose of education. The great difference lay in the lack of incremental growth in resources. Two consequences of this are: first, the influence on management and staff of changes which are the responses to external factors; second, the recognition by the LEA of opportunities to further ideas of institutional support.

The general awareness of the need for central office staff to contribute to the solution of administrative problems in schools manifested itself in planning discussions during the latter half of 1985. The extent of demands on sections was expected to stretch staffing resources both in terms of facilitating delegated tasks and in areas transferred from district offices to the sections themselves. The listed 'contact persons' received telephone calls on their relevant parts of the handbooks and most staff were involved to a varying degree. It was important to quantify the problem.

Consequently, Education and Treasurer's Department officers were invited to record the incidence of this type of contact with schools over a specific period approximately coinciding with the month of November. Co-operation was obtained from the

Deputy Treasurer, Payroll Officer, Group Accountant and members of the Finance, Personnel and Salaries sections.

FINANCE AND DEVELOPMENT

The distribution of the basic consolidated allowance in 1985, with its associated per capita calculations (Appendix 12), was fundamental to the budgetary policy of the authority. Eventually, as the result of a survey of the position in individual secondary schools, it was possible to ascertain, on a county pattern, the proportions allocated to separate codes (Appendix 13). Telephone queries on discrepancies in payment procedures were directed towards a Finance and Development officer who acted in a trouble-shooting role.

Figure 8.1 QUERIES 28.10.85 - 6.12.85

Subject	Primary	Secondary
Value Added Tax	6	3
Wrong batch sheet totals	3	1
Not certified	3	nil
Invoices replaced by statement	1	nil
Petty cash wrongly coded	nil	1
Yellow sticker (invoice) queries	19	5

Totals	32	10

The total of forty-two explanations at less than two per day over six weeks was not regarded as an excessive demand on sectional time. It did not lead to any suggestion of the

likelihood of misunderstandings which were to emerge in some schools in the reconciliation of accounts at the end of the financial year.

PERSONNEL

Staff-related areas generating action usually had been former district office responsibilities; although most would have not appeared as queries but rather as matters of routine. Telephone inquiries were logged (11.11.85 - 22.11.85) for all members of the section, as summarised in Figure 8.2 separately for teaching and non-teaching staff.

Figure 8.2 LOGGED TELEPHONE QUERIES : PERSONNEL

Subject	Teaching	Non-teaching	Total
Conditions of Service	3	3	6
Leave of Absence	13	17	30
Maternity Leave	13	7	20
Premature Retirement	1	2	3
Permanent Appointment	5	26	31
Temp/Relief Appointment	20	47	67
Salary/Wages	-	28	28
Advertisements	6	10	16
Staffing Entitlement	2	13	15
Statistical Returns	3	-	3
Supply of Forms	15	22	37
Health and Safety	-	2	2
Relations with Staff	-	5	5
Others	3	16	19
Totals	84	198	282

For the former, of the 84 items listed, 46 (55%) concerned leave of absence, maternity leave and the corresponding

appointment of temporary and relief staff. Similar categories of support staff matters, together with permanent appointments and wages, accounted for 118 queries (59.6%) out of the 198 total. Headteachers were more familiar with personnel matters of teachers than with those of non-teaching staff. A certain amount of bewilderment was caused by retainer fees for kitchen employees, the correct hours for nursery assistants and overtime for caretakers - areas more remote from teaching situations, and the delivery of the curriculum.

The overall pattern reflects separate duties associated with sectional staff specialisms. The Senior Administrative Officer handled sensitive topics such as 'relations with staff' problems related to non-teaching personnel. Those whose role dealt with more common areas of concern regarded the calls as especially disruptive. Interruptions were most significant in mid-term when the section devoted more time to head and deputy head appointments and advertising of posts generally.

282 queries in 10 working days were not considered unreasonable for ten people.

TEACHERS' SALARIES

A degree of apprehension arose from conscientious attitudes of administrators towards the need for statistical accuracy: nowhere was this more evident than in the Salaries Section.

A survey of telephone calls dealing with salary-related

procedures during the same period, in this instance from 6.11.85 to 5.12.85, produced a greater concentration of queries (Figure 8.3).

Figure 8.3 LOGGED TELEPHONE QUERIES : SALARIES

Subject	Secondary	Primary	Total
Payslips	63	60	123
November Payday	38	72	110
TS13 Absence Return	57	43	100
Sickness	35	26	61
Leave of Absence	26	31	57
TS14 Supply Claim	27	27	54
Salary Assessments	15	31	46
Recording Industrial Action	25	19	44
Allocation of Supply Days	18	2	42
Appointment Letters	12	22	34
General Queries on Supply	9	16	25
Maternity Leave	13	12	25
Superannuation	12	5	17
TS4 Acting Allowance	10	4	14
Recording Termination	8	4	12

Totals	368	396	764

The number per day had fallen since September and a further reduction was anticipated. The queries expressed concern over the amount of money teachers were actually receiving: for this reason the topic was of vital importance; consequently highest levels of statistical integrity were paramount. Since these were dependent on the accuracy of returns from schools as well the documentation generated in the section, the establishment of administration with authenticity of records in circumstances of devolution was, as elsewhere, essentially a two-way process. The officers of the salaries section were aware of this and

appreciated the time needed for the system to settle down. They had been most conscious of interruptions at the beginning of the academic year when both their own work, for example, with annual increments and new appointments, as well as requests for advice, simultaneously were at a maximum.

PAYROLL

Figure 8.4 PAYROLL SECTION : TELEPHONE QUERIES FROM SCHOOLS

4th to 30th November 1985

Subject		Secondary	Primary	Total
Forms	S	35	29	64
	W	38	42	80
Employment Termination	S	15	19	34
	W	16	24	40
Absence Procedures	S	14	22	36
	W	16	20	36
Rate of Pay	S	22	18	40
Overtime Requests	S	5	-	5
	W	19	11	30
Absence Requests	S	8	10	18
	W	4	8	12
Scale Points	S	7	4	11

Totals	S	106	102	208
	W	93	105	198

		199	207	406

S - Salaries		W - Wages		

As an indication of the contribution made by the Treasurer's Department, statistics are included from three sections: Payroll, Accountancy and Payments. Telephone calls were monitored between 4th and 30th November.

The provision of payroll services was on-going from the

work of the Teachers Salaries and Personnel (non-teaching staff) Sections in the Education Department, on a two-weekly and calendar monthly basis. A master file of personal history records for all employees was maintained for statutory and audit purposes in accordance with the Data Protection Act. However, as part of a major County Council department, a full range of data remained outside the Education Department and, unlike the accumulation of information by the Salaries Section, was not available to service Education planning.

All West Glamorgan staff were able to seek advice on a full range of matters: timesheets, absence returns, pay awards, increments, statutory sick pay and maternity leave pay. The details of November 1985 are summarised in Figure 8.4. Forms of all kinds generated most queries, with absence difficulties of salaried and wages staff being the subject demanding most attention. Wages problems on pay rates were directed to the Personnel Section. During the four weeks of the survey, 406 questions were answered on payroll details. The general impression of statistical uniformity initially may appear inappropriate for 27 secondary, and 174 primary, schools; but the potential for inquiries can be measured in terms of staff employed on a typical day in 1985 - 1,654 and 1,800 teaching, 1,760 and 1,440 manual, 684 and 837 A.P.T.& C. respectively.

ACCOUNTANCY

Support in financial accounting was mainly available for secondary schools. This included preparation of final accounts together with budget monitoring and control. General advice was available for primary and secondary staff on all aspects of school budget preparation involving the delegated codes of the basic consolidated allowance. The section was responsible for the maintenance of financial ledgers using the Local Authority Financial Information System (LAFIS) with an eventual major contribution to reconciliation with the PROWESS records produced in schools.

Queries were received in November 1985 (Figure 8.5), at the rate of three per day with additional calls from seven suppliers who questioned payment dates or details of Value Added Tax. This was considered to be a typical month's quota, with increased activity towards the end of the financial year. Limited delegation is reflected in the primary figures.

PAYMENTS

Both Accountancy and Payments procedures were linked closely with those of the Finance and Development Section where submissions from schools were co-ordinated and forwarded for settlement. Creditor payments were made on invoices from suppliers and on car allowance claims. Petty cash bank accounts

FIGURE 8.5**ACCOUNTANCY SECTION : TELEPHONE QUERIES**

4th to 30th November 1985

Subject	Secondary	Primary		Total
Payment/Invoices	14	10	(5)	29
Expenditure Coding	11	6		17
Value Added Tax	-	2	(2)	4
School Fund	2	5		7
Travelling/Subsistence	3	2		5
Procedures	2	4		6
Totals	32	29	(7)	68

Figures in parenthesis represent queries from suppliers

Figure 8.6**PAYMENTS SECTION : DISCREPANCIES QUERIED**

4th to 30th November 1985

Subject	Secondary	Primary	Suppliers	F/D	Total
Invoices	62	57	86	46	251
Maintenance and Clothing Allowance	13	-	-	-	13
Batched Invoices					
Totals	18	10	-	1	29
Yellow Stickers	20	34	-	5	59
Certification	2	5			7
Totals	115	106	86	52	359

F/D - Finance and Development Section

of all educational establishments were reimbursed and all payment records were maintained and stored for reference purposes - already mentioned as being invaluable in assisting the reconciliation process.

Queries listed by four staff (Figure 8.6) were concerned, therefore, with discrepancies in invoices or associated documentation, amounting to a significant total of 359 two-way contacts, of which 70% were invoice-related. Suppliers and the Finance and Development Section were involved in 38% of items recorded.

Figure 8.7 TELEPHONE CALLS : A SUMMARY

(Projected for four weeks in November 1985)

Section	Participating Staff	Number of Queries	Queries Per Staff Per Day
Inquiries			
Finance and Dev.	1	42	1.4
Personnel	10	282	2.8
Salaries	4	764	7.9
Payroll	4	406	5.1
Accountancy	4	68	0.8
Discrepancies			
Payments	4	359	4.5
Salaries	4	152	1.6

To summarise: taking the evidence as illustrative of the twenty days in a four-week period corresponding to the month of November 1985, the data can be presented as queries per staff/time unit (Figure 8.7).

The 9.5 telephone calls per member of staff per day in the Salaries Section comprise the outstanding feature and, as such,

appear to justify the complaints about interruptions. However, this can be interpreted as marginally in excess of one per hour which seems reasonable. It does indicate, with the Payroll figure, a concentration of uncertainty by school administrative staff on procedures related to salaries and wages. The discrepancies recorded by the Payments Section in the County Treasurer's Department balance the absence of pressure in the Finance and Development Section from the handling of invoices. The Personnel Section appears to have been successful to some extent in requests for additional staff: the ten section members who participated in logging the calls at the rate of fourteen units per week represent an increase of one clerical assistant over the number of posts existing when the responsibilities were listed (Appendix 5) in September 1985.

DOCUMENTATION

An examination of the relevance and usefulness of all types of forms, across the full spectrum of those areas of educational administration touched by devolution, was inevitable. The whole system existed on a documentary base which ensured the transfer of information, statutory compilation of data, dissemination of policy decisions and maintenance of functional, institutional and personal records. The changing circumstances in which procedures and responsibilities operated brought about re-alignment in channels of communication in which participants

suspected documentary duplication and even superfluity. However, as the process of local government continued these suspicions did not necessarily result in modifications.

One important factor was the availability of forms. Unfamiliarity with many forms led to a substantial number of the queries featured above; but schools needed assistance initially, not only in completion and for decisions on whether or not they were partly or wholly appropriate, but also with an adequate supply of blank forms. This difficulty is reflected in Figure 8.2.

Another aspect was rationalisation. Under the heading: 'The future role of the Core Working Group', the following minute was recorded (17.9.85) -

"It was suggested that a small working party should be established to study the range of forms currently in use with a view to simplification. It was thought possible that eventually much of the information could be computerised".

Three initiatives were developed in response to this statement: first, a survey of forms used by schools was undertaken by the Education Consultant; second, an internal memorandum (PERS/RFL/RW 18.12.85) announced a meeting of representatives of all sections, the Advisers' Unit, the Schools' Unit and the Education Consultant, on 20th January 1986: "to look at the nature, extent and possible lines of development of returns etc. completed by schools for submission to Central Office". Also attending were the Assistant Education Officer (Support Services) and a Senior Teacher with

administrative responsibilities in a large comprehensive school; third, as a consequence of the original intention to involve a greater representation from schools, the Assistant Education Officer (Support Services) received a directive (CH/RC 15.1.86) which stated:

"Review of Written Returns

I suggest that in liaison with the Education Consultant, you, the head of the technology unit, and a primary head, secondary head, special school head, and college principal, look at the issue in depth over the coming months".

The need for a corporate strategy for the LEA was identified, together with the crucial contribution which could result from use of the payroll personnel data with the co-operation of the County Treasurer. Provision had to be made for a duality of use of statistical returns: DES/WO/Department of the Environment requests and internal purposes.

Progress in computerisation would be essential. It was realised that the system itself, as well as the content of individual forms, should be subject to change. Tedious work would not disappear totally whilst collation of information and entry of data into a computer continued. Each system needed to be considered from the twin aspects of school and County Hall. To avoid duplication and congestion, sections would have to arrange mutually exclusive procedures and simultaneously be aware of other officers requiring the same information. Monitoring would be required to cope with the present level of inaccuracies with which schools would benefit from assistance.

SCHOOL-BASED RESOURCES

Foundations were being laid for further development in documentation and headteachers continued to express anxiety about financial allocations. Simultaneously, doubts continued concerning the level of provision in several areas expected to support established and delegated administration.

The re-location of Education Welfare and Careers Officers and the appointment of Administrative Officers, required additional office space as appropriately equipped and furnished extensions or adaptations to existing rooms. Concerns over levels of expenditure were directed towards the use of telephones and clerical hours. In reaction to the regular references to apparent inadequacies, attempts were made by the Education Consultant to collect evidence of need in accommodation, electrical equipment, furniture and clerical time.

During November 1985, secondary schools responded to a circular letter requesting details of administrative/clerical office accommodation. Its purpose was the collection of data to provide a background to informed central responses to continuing requests.

The needs of the schools varied and so too did both the degree of persistence on the part of headteachers to see their applications fulfilled, and the response they received

centrally. Furthermore, in-house problems of organisation were not always easily solved. Re-designation of some rooms involving resource centres and the offices of senior teaching or management staff caused certain objections. The survey of administrative/clerical accommodation in all secondary schools was completed by 20th December 1985. Location of office space, actual and proposed, was recorded on an outline plan of the building. Some heads and their administrative officers were advised on the form and scale of the required plan, with a standardised indication of the location of equipment, electrical points and telephones. Room area was measured in square metres.

There were conspicuous variations between schools in the number of rooms and overall space available, to such an extent that accuracy had to be confirmed in some instances, by reference to the plans which also varied in presentation. Details from four examples of split sites were noted.

Further adaptations were likely after the initial reception of the Administrative Officer had been accommodated. One such problem arose from the nature of the small suite of offices usually situated near the entrance and the headteacher's room. This location was usually pressurised did not readily provide space for possible extension although there were examples of a work station being organised effectively in one of two such offices.

In a number of cases the inadequacy of telephone systems was

acute. Each room newly provided for administration had to be equipped for communication externally and linked with other key areas in the school. Delays arose when newly adapted office space was available but unfurnished, and without a telephone connection. The level of responsibility, confidentiality and frequency of outside contacts associated with the role of the Administrative Officer caused this to be a serious handicap. One apparent reason was the varying levels of financial resources available from time to time for the completion of such adaptations.

The concentration of the purchase of office furniture through Code 142 and the direct contribution of filing cabinets to catering for increased school-based administration resulted in special attention being given to these items. Headteachers continued to emphasise the existing shortfall in these and in electrical equipment, especially computer access. As a consequence, the Education Consultant offered a draft questionnaire to a meeting of WGASH on 14th November 1985. Pilot testing was arranged with three headmasters and accepted. It was found that there was a regular pattern of tangible support for office work throughout the county, but, equally consistent was the shortage of filing cabinets and word processors. This was remedied. There was an apparent increased awareness of the need for administrative efficiency. Demands overall were neither excessive nor comparable to the strength of verbal protests.

General funding, also, was investigated. The principal findings were: an ever-present inadequacy both in direct financial support, its translation into clerical hours and the need to rationalise expenditure on aspects of communication: photocopying, duplicating, telephone usage and postage.

The overall impression of the way in which schools were being supplied is one of partial reassurance in the existing situation and a recognition of the need for assistance to make changes successful; matched by a willingness centrally to alleviate particular problems. Those in charge of schools justifiably highlighted areas which required support, of which officers were largely aware, and which were seen to extend throughout the full range of school work. Solutions lay in a judicious application of the total resource currently at the disposal of central officers. In the expression of difficulties and their solution much depended on the style of the headteacher.

A similar observation could be made of the reactions of headteachers of selected schools to the opportunity for individualistic management created with the introduction of the county's LFM pilot scheme, as presented in the next chapter.

The variously progressive strands of centrally and institutionally based support achieved a cohesive identity as the West Glamorgan version of Local Financial Management: of this the pilot project had long been recognised as an essential element (Audit Commission 1984). It was regarded as an arena both to introduce in-depth research of some problems and to finalise incipient solutions for others. In this chapter we outline the key elements of the scheme: aims and objectives, its participants and their selection, the stages of its development leading to a delegated budget and training, and lessons learnt at officer and school levels.

AIMS AND OBJECTIVES

An internal memorandum from the Deputy Director of Education to the County Treasurer (CH/RC 17.10.86), for the attention of the Deputy County Clerk, stated:

"I would hope in the next few weeks to have some definitive documentation which we could discuss, relating to a pilot scheme for around 12 schools in the County in which there would be a significant devolution of LFM.

It would be critical to have a proper staff back-up team, and one of the crucial aspects is assistance of your Department in the process".

This documentation had been produced in conjunction with strategic planning by the Core Working Group beginning 19.3.86.

Figure 9.1

LFM PILOT SCHEME

AIM : To establish the principles and practice of a County Scheme of institutional financial autonomy.

OBJECTIVES :

1. to involve experimentally, an appropriately representative group of primary and secondary schools,
2. to extend the established annual basic financial allocation to all possible delegated areas of institutional revenue expenditure,
3. to allow maximum virement within a planned range of budget headings,
4. to clarify the nature and extent of required financial and administrative support from central departments and sections,
5. to ensure capability of schools to operate, through clear lines of communication, at this new level of administrative procedure,
6. to establish the institutional role within national and local government parameters,
7. to recognise and reinforce school managerial capability,
8. to encourage the development of administrative skills of accounting and budgetary control in manual and computerised systems,
9. to provide opportunities for the development of a technological base for monitoring processes and information availability,
10. to promote the aim and objectives of devolution,
11. to create an awareness of, and identification with, school management needs by members of governing bodies,
12. to build up team roles for officers and elected members at operational and policy levels.

The aim and objectives of the scheme (Figure 9.1) were presented by the Education Consultant to the Core Working Group (12.1.87). They were intended to include results of contributions from all central and school staff, confining their scope to the scheme itself and not to attempt to repeat, but to reflect, the principal characteristics of LFM. Success would justify the introduction of devolution across the whole LEA area.

PARTICIPATING SCHOOLS AND THEIR SELECTION

A pilot scheme for approximately ten primary schools was suggested in March 1986, to commence at the start of the next academic year. The need for time for consolidation in the remainder of the sector was accepted by primary headteachers in general.

Figure 9.2 LFM PILOT SCHEME 1st APRIL 1987
PARTICIPATING SCHOOLS

	Number on roll September 1986	Basic Allowance £
SECONDARY		
Cefn Saeson	809	33,885.00
Olchfa	1,790	65,070.00
Pentrehafod	1,092	38,730.00
PRIMARY		
Cwmbwrla	322	7,280.50
Hafod	256	6,215.50
Plasmarl	311	7,601.00
Waun Wen	105	3,344.00
Glyncorrwg	176	4,704.50
Cwmrhydyceirw	402	9,536.00
Castell Nedd	265	6,168.00
JUNIOR		
Brynhyfryd	305	7,381.00
Crynallt	326	8,104.00
Mayhill	176	5,248.00
Gorseinon	231	6,109.00
INFANTS		
Brynhyfryd	247	5,325.00
Crynallt	356	8,098.50
Mayhill	239	5,158.00
Gorseinon	226	4,685.00
Neath Abbey	166	4,108.00

Secondary headteachers expressed satisfaction at progress in delegation on a comparatively wide front made to date and supported further development: no advance at that stage would have meant a loss of initiative. However, there was no mention initially of secondary involvement.

The first draft paper was presented by the Assistant Director (Schools) on 14th October 1986. The choice of schools depended on an invitation to headteachers to express an interest: replies were received from seven comprehensive and thirty-eight primary schools.

The final selection, of nineteen schools with 7,800 pupils (Figure 9.2), was based on a number of criteria which included geographical distribution, a representative pattern of size, teaching and non-teaching heads, enthusiasm and likely management skills of the people in charge. The financial year from 1st April 1987 was designated as a familiarisation period prior to the planned three years official duration of the scheme from 1st April 1988 to 31st March 1991; with subsequent expansion to all schools. A similar arrangement was made in Cambridgeshire in 1986/87 (Howard 1986).

STAGES OF DEVELOPMENT

The planning stage continued, revised papers were circulated to the County Treasurer's and County Clerk's Departments and details were refined by the Core Group on 12.1.87 and 19.2.87..

The protracted consultations resulted in acceptance by the Finance, Staffing and General Purposes Sub-Committee (23.2.88) and the relevant decision was ratified in the minutes of the Education Committee, dated 8th March 1988.

The second stage can be identified with the establishment of formal groups, the first purpose of which was to transform preparatory activities into the reality of a professionally based operation. Personnel appointed:

A Project team - Education - Assistant Education Officer (LFM)
Professional Assistant
Treasurer's - Group Accountant (part-time).

An Operating Group -
Education Department -
Assistant Education Officer (LFM)
Professional Assistant
Full-time Education Consultant (Secondary)
Two part-time Education Consultants (Primary)
Assistant Education Officer (Finance and Technology)
Senior Administrative Officer (Finance and Development)
Senior Administrative Officer (Technology)
Treasurer's Department -
Deputy County Treasurer
Group Accountant (Education)

School managers were unlikely to know the criteria underlying the allocations to various budgetary headings: notes on how they were traditionally calculated were essential. For this purpose a manual on the meaning and handling procedure of most codes was produced by the project team. Draft copies were considered by the Operating Group and finalised after consultation with headteachers.

The third stage, with full development of the scheme, was then possible. PROWESS software and links with county offices were extended. Primary schools were supplied with micro-

computers compatible with County Hall models, spreadsheet software, and a low cost printer. Spreadsheets, already designed but adaptable to changing needs, were used to monitor overall budgets per expenditure head for income and detailed spending by both the school and central sections.

The central LAFIS accounting system, fed automatically from all other systems (e.g. payroll, creditor payments) and without eroding its statutory functions, had to be operated in a way that would ensure the extraction of data in understandable narrative form as well as identifiable codes. In this context, the first experience with reconciliation for secondary schools (Chapter 7) was invaluable and monthly printouts were being issued from LAFIS records by 1989. There was a duality of function: on-line general management information and accountability.

The Pilot Scheme was regarded as an opportunity to settle some procedural issues, for example: changes in County Supplies transfers, internal invoicing, difficulties imposed by different invoice reference numbers and recurring annual payments. In the longer term, it was important to avoid duplication and the associated problems of control.

Schools kept a record of their budgets as allocated, plus any changes resulting from virement or supplementary additions. They could then control income and expenditure against those budgets. The crucial factor was the recording of orders placed,

as well as payments made; thus, as cost centres, having information available on committed expenditure.

THE DELEGATED BUDGET

Publication of official ratification of the budget by the County Council was not often achieved promptly in March: a certain amount of time was required by the Finance and Development Section to inform schools of their apportionment. Despite occasional accurate anticipation and opportunities for a certain amount of discussion as estimates passed through sub-committee stages, any delay would result in late notification or confirmation of cuts for the forthcoming financial year, interfering with school plans. The secondary headmasters expressed concern over this possibility in a meeting with the project team in December 1987, quoting how correspondence enclosing details of the 1987/88 Basic Consolidated Allowance was dated 28th April 1987. It was agreed that the process could be assisted by providing provisional budgets for pilot schools each year in December or early in the Spring term.

The final annual budget was the outcome of the application of negotiating and administrative skills which achieved a compromise on two counts: first, in matching current or anticipated needs and available resources; and secondly, reconciling responses to these priority-weighted needs with reluctantly accepted contraction of the service. In 1987, the

additional funding recommended on 18th December 1986 (£2,135,000 (page 133), and £650,000 approved on 2nd June 1987) were balanced against reductions totalling £1,900,000 at the same June meeting of the Education Committee.

The overall provision was indicated in the aggregate revenue expenditure which increased numerically each year as follows:

	Actual 1986/87 £	Original Estimate 1987/88 £	Original Estimate 1988/89 £	Revised 1988/89 £
Nursery/ Primary	33,935,784	37,142,750	40,894,690	41,678,950
Secondary	41,378,186	44,448,590	48,338,600	48,117,430

The above totals were made up of two components: funding of principal strategic responsibilities of the Authority such as loan interest payments or capital investment in major maintenance within the landlord role of the County Council, and committee-controlled revenue (04/05). The latter represented funds spent by, or on behalf of, schools: separate totals for the two sectors in 1986/87 were:

	Nursery/Primary £	Secondary £
Total Expenditure	28,552,540	34,877,540
Income	115,590	147,240
Nett Expenditure	28,436,950	34,730,300

The 1987/88 budget, and those of subsequent years, were subject to the newly introduced Medium Term Financial Planning, to widen the perspective of consideration of servicing needs by taking account particularly of demographic trends, revenue effects of capital schemes, new legislation and priority developments. In the light of this, a basic premise of the Director's policy was a potential expansion of three per cent

per annum which, as well as inflation, could be assumed to be reflected in the above totals. On the other hand, the County Treasurer, in discussions on the 1987/88 budget (Education Committee 7.7.86), claimed,

"...Public Expenditure Plans continue to emphasise the scope for savings in the Education Service with special reference to teacher numbers".

This reflected demographic change in older age ranges although there were particular demands for additional resources at primary level where classes were considered to be too large. Current underfunding of building maintenance, books and equipment was claimed to exist at secondary level.

Report to the Schools Sub-Committee (30.12.87):

"A growing concern in schools is the lack of provision for replacement furniture. Consequently, some uplift in current levels of expenditure would be desirable but is not possible within existing guidelines. Other issues requiring attention over the medium term include the extension of devolution of school administration".

Among adjustments in the 1988/89 estimates was the figure of £88,000.00 for APT and C Staff, described as,

"Additional clerical support for delegation in schools together with the full year effect of additional support staff approved in 1987/88".

The primary sector share of this was £30,000.00, as a,

"critical first instalment of the necessary additional help in the scenario of increased financial and allied delegation to schools".

For the purpose of general investigations, codes were classified informally into four categories: Salaries, Wages, Premises related costs, Supplies and Services.

The codes were researched by Task Groups initiated by the two planning groups and involving headteachers of the pilot schools:

- | Core Group | Operating Group |
|--------------------------|----------------------------|
| 1. Salaries | 1. Salaries |
| 2. Swimming Pools | 2. Fuel and Water |
| 3. Public Examinations | 3. Capitation and Expenses |
| 4. Grants and Allowances | 4. Minor Repairs |
| | 5. Travel. |

The major decision on each code examined in these sub-groups related to its inclusion in school autonomy or its remaining within central control to be allocated to the 'non-delegated budget'.

There were several principles involved: first, the aim was maximum delegation beyond the Basic Consolidated School Allowance as long as it could be accomplished rationally for all schools; secondly, all codes would be included in budget statements to enable school management to be aware of the complete commitment; thirdly, those within the responsibility of schools and between which virement could take place, were designated as 'active'; fourthly, the remainder were classified as 'passive', for information only. These were subject to nationally negotiated agreements or statutory obligations over which there was little discretion for committee decisions. Minor instances occurred where imbalance in the provision between schools also led to their inclusion in the non-delegated budget.

School transport and insurance were unlike examples of codes administered in County Hall. Following recommendation by the

Policy and Resources Committee (13.2.86), control (though not costs) of transport of pupils was transferred to the County Engineer and Surveyor so that all contract services could be planned together at an overall saving to the Authority. West Glamorgan County Council hold insurance which protects against the legal liability of the Authority to pay compensation arising through accidental bodily injury or accidental damage to property. The cover hinges entirely on liability with negligence as a contributory factor.

The first list of headings to remain subject to central control appeared with the early draft of the Pilot Scheme:

1. Home to school transport
2. Major repairs and maintenance
3. Peripatetic staff
4. Support for pupils with specific handicaps
5. Schools meals
6. Ground maintenance
7. Rent
8. Rates
9. Central administration and Advisory Service costs
10. Insurance.

The Department of Education and Science produced its own version (DES 1987) of 'centrally determined' expenditure.

Additional to the above were:

11. Capital spending and debt charges
12. Long term supply cover
13. Redundancy payments
14. Expenditure supported by central government grants.

The LEA had the benefit of the pre-Reform Act literature and was in a position to arrange 'excepted items', both mandatory and discretionary, as outlined in Figure 9.3.

The County Treasurer accepted responsibility for servicing

FIGURE 9.3

GENERAL SCHOOLS BUDGET : EXCEPTED ITEMS 1988

MANDATORY EXCEPTIONS

Capital Expenditure	5,128,530
Central Administration	2,688,000
Inspection	604,000
Home to School Transport	2,159,410
Specific Grants	252,600
INSET (net)	711,560
Leasing and Debt Charges	6,349,340
	<u>17,893,440</u>

DISCRETIONARY EXCEPTIONS NOT
COUNTING AGAINST 10% LIMIT

School Meals Service	3,159,930
Premature retirement etc.	1,052,810
	<u>4,212,740</u>

OTHER DISCRETIONARY EXCEPTIONS

'Landlords' Repair and Maintenance	3,000,000
Peripatetic, advisory and special needs teachers	1,694,900
Local Curriculum Initiatives	1,000,000
Cover for long-term absences	575,000
Residential/Day Centres	497,230
Child Guidance	475,570
Insurance	457,940
School Crossing Patrols	450,000
Education Welfare Officers	313,000
Uniform, clothing & footwear	63,840
Others (eg. SIRS, SLRS, Orchestras)	520,980
	<u>9,048,460</u>

TOTAL EXCEPTIONS 31,154,640

f.n. BudgStat/accy/tr059

all schools individually. Carrying out an obligation to make information available (DES 1986 Section 29), presentation of traditional estimates was supplemented in 1987/88, and subsequently, by summaries of anticipated expenditure at each primary and secondary school.

Development of documentation for every school by October 1987 had reached the stage where active and passive codes were tabulated.

The actual budgets were composed on first principles consistent with the basis upon which the aggregate total for all schools was prepared; for example, with reference to the size of teaching groups. The objective of this two-stage process was to ensure delivery of a share of resources for LFM schools similar to the one they would have had under previous arrangements, a matter in which elected members expressed considerable interest. Its prime purpose was to safeguard the operation of the pilot scheme within the limits of the finite resources available. The new concentration on the creation of individual budgets did not reduce the accountability of the Authority in its general stewardship role. The Local Government Finance Bill had emphasised the need to relate the adequacy of income to cover expenditure. The school accounts had to be included with those of the LEA, subject to the same audit scrutiny (Section 114). One of the tasks associated with the pilot scheme was the reconciliation of the freedom inherent in

delegated management with the continuing need for sound financial regulations and guidance for schools.

LFM TRAINING

The familiarisation process per se was augmented by an exploration of methods and a solution of minor problems which eventually could be applied to all schools, partly with the assistance of current trainees as trainers. The organising officers were aware of the benefit of including the following:

- 1 An explanation of financial terminology,
- 2 Format of Treasurer's printouts,
- 3 Budget structure, control and associated technology,
- 4 Relevant skills additional to existing professionalism,
- 5 Pattern of individual establishment figures,
- 6 Analysis with comparison to sector averages,
- 7 Hands-on experience with spreadsheets,
- 8 Energy and maintenance problems,
- 9 Encouragement of staff awareness and ownership,
- 10 Evaluation criteria.

The participation of the Deputy County Treasurer in training programmes was greatly appreciated by the officers of the Education Department and headteachers. As an extension of the concept of a corporate authority, the idea of 'partnership' was stressed. It was important for school staff to see the scheme within the broader dimensions of the share of national funds enjoyed by West Glamorgan and the impact of educational spending on ratepayers. The mutual confidence being confirmed in the pilot schools, and expressed in meetings of headteachers, was beginning to be recognised in most schools.

Training days were arranged early in 1987 for headteachers

in nineteen schools (2½ days), governors (1 day), Education Committee and officers (1 day) and school administrative staff (1 day). One half-day seminar (1.7.87) was devoted to presentations by colleagues from Cambridgeshire entitled -

'A Headteacher's Perspective'
'Budget Generation and Distribution'.

The programme included exercises on objectives of the scheme and evaluation, a complete budget sheet for individual schools and recommendations from the Treasurer's Department.

Initial responses in discussions indicated that two concerns had survived the earlier period of development and consultation to which reference is made in Chapter 5. Extra clerical support was still considered indispensable, as was the need for discretion to use alternatives to the Direct Labour Organisation for urgent or small repairs. The officers who led the training sessions were:

AEO - Revenue
SAO - Finance and Development
SAO - Technology
An Accountant - Treasurer's Department.

PLANNING SCHOOL BUDGETS

A series of four versions of individual school budget figures was created by officers.

The summary overall total estimates for all schools for 1987/88 were submitted to the Education Committee in January 1987, the 1988/89 financial year details were confirmed on 12th

January 1988. The estimates were the basis for provision and subsequent control. On these occasions it was part of the preparatory work for the introduction of delegated budgets into the pilot schools. With the delegation of financial management, the control could be exercised by direct links with individual institutions with monitoring on 'running total' principles.

The funds anticipated for individual expenditure and income codes were produced separately; a similar format was used for a school budget planning sheet. The fourth version, as quoted for previous years, arrived at the schools as a simple statement of the basic consolidated allowance.

The latter was subject to considerable revision between composition of the estimates and final publication, as a consequence of, for example, refinement of numbers on roll projected to the September of the financial year in question. A comparison can be made of the allowances in the estimates with the final figures of which the three pilot secondary schools (identified as schools A,B,C) were notified (28.3.88):

Figure 9.4

ALLOWANCES 1988/89

SCHOOL	ALLOWANCE IN 1988/89 EST. £	NUMBER ON ROLL [1]	NOTIFIED 28.3.88 £	NUMBER ON ROLL [2]
A	41,349	811	35,560	831
B	79,404	1,737	67,625	1,611
C	47,262	1,052	40,850 [3]	1,020

[1] Actual September 1987

[2] Projected September 1988

[3] Discrepancy: number on roll 985 (Lower Sixth ceased).

Having established a format over a two-year period, presentation to committee of the 1989/90 estimates were confined to the following -

Figure 9.5

ESTIMATES 1989/90

SCHOOL	A	B	C
REVENUE TOTAL	£1,145,075	£1,633,665	£2,303,288
NUMBER OF ROLL	836	911	1,570
PER PUPIL	£1,370	£1,793	£1,467
CAPITAL TOTAL *	£40,847	£5,281	£22,602

* Inclusion - a statutory requirement (DES 1986, 29,1(a)(ii) and DES 1988c, 35 (1)).

In diary form it is possible to illustrate the full sequence which ensued:

- 1987/88 - Preliminary year for LFM Pilot Scheme.
- 1988/89 - Pilot Scheme introduced.
- 1989/90 - Second year of Pilot Scheme.
- 1990/91 - LMS overtakes LFM, but without personnel powers and budgetary control.
- 1991/92 - First 'live' year of LMS with total control of delegated budget share.
- 1992/93 - Formula-derived with limited transitional contribution.
- 1993/94 - Full formula funding.

The correspondence (F&D/DRS/JGS 28.3.88) was almost identical to that of the previous year with the exception of GCSE funding which was reduced.

The changing nature of the information enclosed with notification of the school allowance reflected the increasing transfer of responsibility which had begun in 1985, with the broadening of capitation, to which reference is made in Chapter

6. Each year the same covering letter was distributed throughout the secondary sector, with attached special financial statements differentiating between schools.

The new format was instrumental in finalising the presentation of allowances and highlighting the extension of the move towards possible maximum financial autonomy at the stage when wider managerial implications were being considered beyond budget control. For these reasons a study of the post-1988 documentation is included in this chapter.

The 1989/90 letter (F&D/DRS/KP 17.4.89) was received by all schools and in outline resembled the communication of 23.3.88. Some of the criteria were products of work carried out by officers in response to governmental consultative documents (associated with DES 1987). The first elements of formula funding appeared in age-related categories and in dispensation for statemented children. Evidence of the continuing development of technology was found in the introduction of an additional code (226) for payments arising from the use of computer mainframe telephone links.

Accompanying notes explained how Code 201 was organised to cover further provision of examination material, the Times Computer Network, maintenance of equipment contracts as per the County Supplies Handbook and servicing governing bodies. Any savings made in relation to announced energy targets could be vired as part of the basic allowance, although it was recommended that this money should be identified separately.

The 15% carry over maximum did not apply to pilot schools. In anticipation of developments in 1990/91, headteachers were reminded that in the light of the introduction of competitive tendering, certain codes could be subject to the client/caretaker side of Direct Labour work.

The above guidance refers to the last announcements made under the heading 'Basic Consolidated School Allowance'.

There was a rise in status related to production of the circular letter (MNdV/FG 5.7.90): responsibility moved from Head of Section to Assistant Director. It had a new heading: 'Secondary School Budgets 1990/91'. Also, it was late.

The original budget share continued to have an historical basis but preparation for LMS took two forms: firstly, amendments to the budget were explained. These were related to a committee-agreed reduction of teacher numbers on a County scale, errors in contributing data, non-school use of premises, special pupil needs and complications in payment of rates. Secondly, consultation between the Authority and headteachers on issues involved in progress towards full formula funding was announced as a "pressing requirement".

The necessity for prior agreement by the Director for additional staff appointments and redeployment was the only constraint on delegated powers.

The letter to headteachers of all comprehensive schools (MNdV/FG 12.3.91) for the second year of LMS was entitled: 'Budget Shares and Staffing Planning 1991/92'. Calculations

were made 'historically' but on this occasion criteria were based on data from Stats 1 forms for January 1991.

Information was provided on -

- 1 the interpretation of the enclosed budget printout and changes to certain variables in the scheme.
- 2 the planning for any voluntary redundancy, premature retirement or compulsory redundancy since all West Glamorgan schools were to have devolved personnel powers.
- 3 the arrangements for the advertisement of posts to allow for scrutiny of declared redundancies. A formalised plan for handling redeployments where vacancies existed were welcomed in what had been regarded by headteachers as a difficult area.
- 4 Invitations to consultation over staffing issues with three named senior officers over staffing issues to advance the above process as a lead-in to school responsibilities in the following year.

Formulae were introduced comprehensively in 1992 with the complete, extensively detailed, computer printout of sixty categories. Guidance to schools was distributed on various topics, for example from the County Treasurer (Director of Finance) with advice on bank accounts.

Notification of budget shares (JBHD/WJ 7.4.92) was brief. Few elements of financial historical reference survived.

Finally, schools were informed (JBHD/WJ 15.3.93) -

"The most significant change to the formula budget is, of course, the end of transition. April 1st 1993 marks the end of links with historical funding so that, from that date on, all schools will be funded solely on formula".

This was twelve months in advance of the date in the timetable (DES/WO 1988) for the phasing out of transitional arrangements: 1 April 1994. For the Officers concerned, an

underlying feeling of relief was combined with a justifiable sense of accomplishment.

LESSONS LEARNT : SECONDARY SCHOOLS

Officers were aware of the possibilities of their being accused of using LFM to cut expenditure. They were determined not to be seen to pass on unpopular decisions to schools; for example, in cleaning of premises, which had been reduced in funding fairly recently, and the transference of the effects of falling rolls below the existing baseline in smaller secondary schools.

The transitional arrangements mentioned above were introduced for the first three years of funding derived from application of the formula used by the county to distribute its shares to schools. Their purpose was the easement of any sudden changes of funding levels.

The percentage variation between the outturn total calculated historically for 1988/89 (Figure 9.6), and a full formula-based budget share could show an increase or decrease. Schools were therefore 'gainers' if the new figure was higher, and 'losers' if lower. The difference was to be spread over three years, which meant planning over that period: one third being effective each year.

Nevertheless, there was apprehension, even for gainers, over each forthcoming diminution until the new level was reached. In reality, the one-third division was not exact and School A,

Figure 9.6

THE FORMULA

Illustration of the effect of the Formula on pilot schools.

1888/1989

School	using proposed formula	outturn cost	percentage difference	cost per pupil
	£	£	%	£
Brynhyfryd I.	209,190	182,221	14.80	1,030
Brynhyfryd J.	234,326	243,028	-3.58	842
Crynallt I.	260,158	272,957	-4.69	851
Crynallt J.	275,966	277,951	-0.71	887
Cwmbwrla P.	254,396	265,741	-4.27	940
Cwmrhydyceirw P.	344,816	336,668	2.42	917
Glwyncorrwg P.	193,795	185,760	4.33	1,163
Gorseinon I.	190,865	173,032	10.31	1,142
Gorseinon J.	237,999	222,225	7.10	1,025
Hafod P.	211,802	204,466	3.59	956
Mayhill I.	185,780	178,340	4.17	1,026
Mayhill J.	237,207	201,675	17.62	1,248
Neath Abbey I .	151,076	141,505	6.76	1,041
Plasmarl P.	251,136	244,502	2.71	896
Waun Wen P.	146,913	133,126	10.36	1,614
Castell Nedd P.	216,027	199,167	8.47	901
Cefn Saeson	1,103,019	1,043,985	5.65	1,281
Olchfa	2,142,656	2,135,251	0.35	1,280
Pentrehafod	1,410,592	1,548,438	-8.90	1,420

being a 'gainer' with an eventual increase in the vicinity of £150,000, had to accept £90,000 less than this in 1991/92 and £40,000 less in 1992/93.

"Without 'small school' protection we were one of the major gainers once formula funding came in. The staff-age profile worked against us with higher than average actual salary costs" (Headmaster: School A).

The headteachers of the three establishments selected in this sector were in no way negative in their attitudes. There were no comments of "devolution of blame" for reductions in services as envisaged by the Audit Commission (1984, 54). The argument did not develop in West Glamorgan after having been mentioned briefly by representatives of teachers' associations in early consultative meetings.

One LEA (Harrow 1985) introduced a pilot scheme in 1986 to be evaluated at the end of one year,

"If things go wrong the scheme would be aborted at any stage".

Cambridgeshire (Lee 1987) reserved final judgement pending a review after three years:

"to determine whether it should be extended . . . it aroused great interest, the pilot schools were enthusiastic and doubters abided their time" (p. 2).

Summers (1987) described how plans in Norfolk were being operated on a trial basis for three years. Neither reservation became a reality.

In West Glamorgan there was little evidence of doubters; except on behalf of the smallest primary schools in remote areas. Abandoning LFM at the end of a trial scheme was never an option. The anticipation of success was not surprising among heads who had been selected from those volunteers with recognised or potential skills. The optimism appeared to be justified.

"There have been no negative effects. The greater freedom has allowed positive educational developments" (Headmaster, School C).

This comment was made in association with an explanation of a policy where contingency funds sometimes reached £10,000 annually; to be used to finance syllabus changes and additions to textbook stocks for pupils extra to projected numbers.

In contrast to primary schools where work arising from delegation was undertaken, as usual, by the headteacher and deputy with some clerical support, their secondary colleagues had management teams in place (partially reorganised) to absorb the new tasks.

These included, as well as administration associated with budget matters and long-term strategy, an extension laterally into areas of accountability widened by statutory insistence on participation by governors and parental involvement. In the resulting situation implications of the overall management function were of paramount importance and manifested themselves in several ways.

The most obvious was recognition of the aims of the financial control exercise; not simplistically as management by objectives alone, but as the establishment and maintenance of a structured educational purpose to the achievement of which the organisational process would contribute. With the arrival of the pilot scheme, heads already were conscious of aspects of West Glamorgan policy: one colleague composing the following example:

"the opportunity and responsibility to make policy decisions which ensure the allocation of resources to the fulfilment of teaching and learning needs"
(Headmaster, School B).

Esp (1988) recommends as essential the articulation of basic objectives at the earliest stage:

"School management is concerned with effective leadership and identifying the most efficient use of resources available, for maximum benefit of the pupils in the classroom" (p. 443).

It was not conceivable that a head could fail to seek the highest possible standards of such provision. For this reason the progression to LMS was entirely logical: budgetary control could operate only in the total management arena. Budget planning developed with varying emphasis through committees at three levels: governors, management and staff.

The Governors' Finance Committee was a common feature: for example, meeting on average six times a year (School B), and,

"at least once per term, to structure and monitor the budget for which the presence of governors with professional finance and business expertise has been advantageous" (Headmaster, School A).

A School Planning/Policy Committee, in one case with the seven senior staff, usually included teacher representatives and dealt with financial matters internally. Some staff committees existed separately:

"The staff committee is advisory with executive powers within parameters set by the governors' committee responsible for policy" (School B).

In all cases it was claimed that teachers received general information as a corporate body on a termly basis, at least. There were opportunities to use departmental or faculty structures for dialogue which provided relevant comments and proposals.

"Staff are aware of the school's budget being directly related to the number of pupils and all staff have full information on running costs" (Faculty Head, School C).

Departmental staff recognised that key aspects were knowledge, familiarisation, awareness and ownership. Advantages of a whole-school approach with well-informed teaching and support staff were conceded but not always fully developed below head of department level. However, the reactions of headteachers were, for example:-

"Departments have improved in financial management and will be required to submit costings in the Departmental Development Plan through which staff are consulted" (School B).

"There is a recognisable awareness of the significance of costs among staff" (School C).

"The sharpness of financial discipline has had its impact, particularly when staff realise that the number of teaching and non-teaching posts depend on the total size of budget and the care with which it is applied" (School B).

"Staff asked, 'What is in it for us?'. The answer was favourable. We were never overspent: teachers knew their share, could order when supplies were required and were aware, thanks to PROWESS, that no-one else had access to their allocated funds" (Deputy Head, School C).

Harrison (1987) refers to another advantage to be gained from shared decision making: at least in the school context the headteacher would not be accused of reaching unpopular conclusions in isolation. Although practising heads probably would reply that there are many such responsibilities which no-one would wish to avoid. In response to suggestions from headteachers, consideration had been given to the appointment

of comprehensive school finance officers at management level. It was decided by chief officers not to do so.

Two, three and, in one case, four deputy heads, with senior teachers sharing executive work in the largest schools, covered pastoral and academic responsibilities including administration of internal and external examinations. In each school, one such deputy, usually already committed to oversight of PROWESS, was placed in charge of budget matters and a team made up of the specially appointed administrative officer and a substantial input of clerical support; bearing in mind the wide range of administration delegated. The replies to queries on costs concentrated on human resources, with one-third of a deputy's time and five clerical hours above the initial allocation being typical.

The Administrative Officer at School A continued to serve primary schools, mainly processing free meals forms for an average of two hours per week in a forty-week year.

One headmaster had the heart-felt reaction:

"Blessed is the school with one senior person who has flair, especially entrepreneurial flair, and computer literacy" (School C).

This was virtually the post of bursar; but with a wider remit embracing many aspects of school life. Use of the term 'bursar' itself could have contributed to the decision against appointments because of the concentration it appeared to imply on finance rather than education. As expressed in interviews with the Education Consultant in West Glamorgan, with a deputy

head assigned to this work, an important area was established as part of a senior role and the educational implications of most decisions were safeguarded.

"It seems important that the person managing finance has an educational insight" (Headmaster, School B).

The thesis presented in DES (1977a) appears relevant in this context. The leadership of resource planning has to be aware of the fundamental objectives of the school and the necessity for an ability to operate in ways which ensure the positive participation of all.

Views varied, e.g. SHA Wales (1987) favoured the appointment of a non-teaching bursar with "full operational control over all the finances of the school...so that heads are not burdened with the minutiae of everyday calculation and arrangement". It is surprising that this source confined its recommendation to the administrative nature of the post. The issue was hotly debated during the Council of Local Education Authorities (CLEA) conference at Lancaster in July 1987. The educational press (e.g. 'Education' 21st August 1987) reported divided opinions from a Cambridgeshire conference. The Solihull experience was summed up by the following:

"Bursars could easily save their own salaries by efficient management, identification of economies and fund raising" (p. 141).

On the other hand, Berkshire representatives quoted estimates considered excessive (e.g. up to £1m. annually) for providing posts in all schools: the matter was deferred.

It can be concluded that the West Glamorgan combination of

administrative officers provided by the Authority, and the inclusion of the bursar function in a deputy's role by the schools, was a successful compromise for the secondary sector. In School A the role had been developed for the Senior Administrative Officer but, as happened in other, non-pilot, schools, to be fully effective further training was needed; and even then only with responsibility to a deputy head.

A senior teacher in a large comprehensive school was invited to present a paper as a basis for discussion on 'Financial Administration and Budgetary Control'. This served as an introduction to details of the organisation which was beginning typically to evolve in secondary establishments.

In the three pilot comprehensives, more recent responses were made to requests for a summary of the roles originally established. A uniformity was recommended for replies, although one colleague practised a certain amount of independence which appeared justified since it utilised existing documentation. An impression can be gained of the complexity of roles organised for senior management. Indeed, reference has been made to protests about workload from headteachers, usually on behalf of others, at various times since 1985; not, it should be added, from heads of pilot schools.

Summaries of the formulation and implementation of budgetary policy were requested. The results showed a uniformity of pattern composed of,

1. Statement of policy/priorities (Headmaster),
2. A strong bursar-like role for one Deputy Head,

3. Recommendations by Finance or Resources Committee,
4. Faculty and/or departmental structure used for distribution of funds,
5. Criteria for allocation -
 - (1) Number of pupils taking subject - in one case divided into two categories - years 1 to 3
 years 4 to 7,
 - (2) Necessity for consumable items - one school providing an additional 25% for practical subjects.,
 - (3) Discussion with Deputy Head (Curriculum) and degree of curricular development in department.
6. A contingency fund - "to allow flexibility",
 - "incorporating support for special curriculum development".
7. A planned programme of energy conservation.

Also, features of individual schools were:

1. A mathematical formula for the above, plus an element representing the number of lessons per subject per week; The result was an aggregated departmental total shared on a proportional basis.
2. A 'major equipment' fund set aside for items over £200. Heads of Department were invited to submit bids.
3. Authorisation from one governing body to its Finance Committee to retain £100,000 as a specific investment requirement.
4. Installation of 'low-energy' lighting throughout, financed jointly, on a 50% basis, with the LEA.

One headmaster reported savings of £2,000 on fuel costs during the first year of the pilot scheme but thereafter, short-term manipulation associated with virement became less significant, although fairly immediate problems were solved in

- maintenance of buildings, with contributions from one caretaker to effect minor repairs,
- conversions - e.g. a motor vehicle workshop into a 'new' technology laboratory and a business studies room and office into a science laboratory,

- "for some years money has been switched into furniture from a variety of other headings. As a result the school has been refurnished" (School A).

Autonomy made possible stewardship in the global dimension of what in LMS terms came to be known as the 'budget share'. Since it had extended availability of funds across the boundaries of separate, consecutive, annual accounts, long-term savings became standard practice. The management of unlimited carry over of credit (there were no debits) precipitated forward planning on a worthwhile scale.

"We have always been in credit - £15,000 initially and up to £90,000 in a recent year" (School B).

These are substantial figures when considered as a means of achieving particular aims. The total credit levels which accrue annually have become spectacular, especially when compared to scope existing in pre-LFM years; albeit still equivalent to a minimal margin of savings - approximately 3% of the budget share in any one year.

The 1992 statistics, published by the County Treasurer, are indicated in Figure 9.7.

Figure 9.7

CREDIT 1992

	BUDGET SHARE 1992/1993	CREDIT CARRIED FORWARD 1991/1992	ACCUMULATE CREDIT APRIL 1992
	£	£	£
School A	1,736,179	46,965	196,924
School B	3,168,386	60,319	204,360
School C	2,030,414	38,667	259,426

Inroads had been made already into these totals by the time they reached the schools: two examples illustrate this. First, capital investment of £40,000 funded the erection of one additional classroom and secondly, a headmaster explained how £50,000 as overpayment for rates is claimed back by the County Treasurer from the totals of all schools. Nevertheless, certain questions remain.

Can it be assumed that interest-earning facilities exist on a worthwhile and justifiable scale?

To what extent are the original reservations of the Treasurer concerning a continued and increasing credit total confirmed as a distortion of the County provision? The unlimited carry over policy must be implemented with a real sense of responsibility: operating continuously in proximity to the recommended 15% maximum could become catastrophic.

Does it mean that the current educative process, which thus remains to this extent unsupported, is totally adequate?

Have these funds accrued because formerly they would have been taken up by LEA overheads and services which are not among those which obviously still exist?

Assuming the intention to reserve funds for future projects, have others remained unspent because the choice has been 'to spend or not to spend', or has it been a decision of priority between alternative applications of resources which are possible and for one of which the money could have been used?

Are decisions on curtailment of credit or budget share likely, bearing in mind the ability to monitor centrally the performance of individual schools and the high county-wide levels involved in aggregate?

The answer to the first question was in the affirmative: interest from one fixed-term (one year) deposit was used to refurbish completely one computer room.

These circumstances should go some way towards fulfilling the fundamental aim of devolution, i.e. improving the quality

of education. The availability of funds leads to an examination of all aspects of teaching situations, creating a climate of choice. The decision, then forthcoming, results in a change which presupposes an implicit improvement. Funds can be directed progressively towards this expectation. A recognised need is judged to have been fulfilled: quality is enhanced.

The principle can be applied, not only to the straightforward placement of money to provide, for example, priority materials, but also in the wider functions of management, covering accommodation and the school environment or staffing resources and teaching expertise; even when one has to acquiesce over the LEA roles of 'landlord' or 'employer'.

But is better quality certain? Doubts and the desirability of testing the hypothesis are raised by Maden (1992).

Caldwall (1987) describes increased autonomy as a great opportunity, but is concerned that the issue of quality should not be forgotten in the drive to achieve value for money, which is a different, economic as distinct from educational, concept. Both were stressed by the headteachers who, when questioned, portrayed a real sense of personal achievement:

"We are able to order from suppliers who provide the best service".

"I like the flexibility and the planning ahead".

The contingency fund of a school in Solihull (Harrison 1987) was totally wiped out by payments for supply cover replacement of an absent teacher over a period of twelve months, an event

which prompted the LEA to change, for this code, a policy of delegation which had been in existence since 1981. Long-term absence was centrally funded in West Glamorgan but there were other unwelcome surprises.

A quarterly account was received from the local water authority for £7,000.00. Investigation revealed a leak in the supply pipe between the road and the building. The location placed it within the responsibility of the school. Negotiation led to a compromise in which the Education Authority contributed 60% towards settlement, leaving the school with £2,800.00 to pay.

Monitoring introduced in the new regime revealed continuing payment of rental costs for a telephone which had been removed in the 1950s, and non-existent coal, claimed to have been delivered over a period of years to a former secondary modern site currently used as an annex of the nearby comprehensive school.

The same building later was gutted by fire, providing an example of disasters in which the use of the LEA's own contingency policy comes into operation for ensuring alternative accommodation. Funds were devolved for purchase of replacement materials, equipment and books. There was no suggestion that the two incidents were connected.

Structured questions were organised for interviews with the Education Consultant. When invited to evaluate the scheme in terms of its objectives the following comments were made by

headteachers unless otherwise stated:

"I felt some trepidation about the task ahead because the group contained Primary Heads with little experience of managing money in an educational context at the one extreme, while at the other there were Secondary Heads (and one Deputy especially) with a great aptitude and appetite for financial control" (SAO in charge of central office Section).

"Officers were helpful, especially once an initial resistance, of which there was some evidence in County Hall, had been overcome".

"There had been an officer/head tendency to practice a 'them and us' syndrome but, as far as pilot schools were concerned, this soon disappeared".

"The responsibility did worry many of my colleagues".

"The project team in training sessions had been successful in maintaining the morale of Heads who have made a substantial commitment to the unknown".

One primary headteacher had the benefit of previous experience in which reasonable autonomy was exercised by an English Authority, claiming confidently:

"My initial reluctance was easily overcome and I was glad of the opportunity presented by participation. I regarded it as a learning situation. The training was effective and the provision of a computer was a real advantage".

"...perhaps the biggest contributors in maintaining continuity have been the three seconded Heads. It is difficult to see how goodwill and momentum could have been maintained without them" (Deputy Treasurer, Education Committee Minutes).

Opinions were favourable on the possible extension or contraction of delegation:

"We would welcome responsibility to choose and purchase required services to overcome present delay in establishing the Service Level Agreements and reluctance in completion of subsequent contracts".

"It has undoubtedly been a success and what is needed now is a drive towards 95% plus delegation".

"I agree that ultimately most of the monies should be delegated to the schools, and in particular within the secondary sector".

"It should be possible to delegate school meals and transport".

"Concern has been expressed among our colleagues over the need for equity between different parts of the County".

"The response to falling rolls does not appear to be as critical as intended by government recommendations".

Budget codes specifically recommended for inclusion were school meals, transport and inservice training.

It is reasonable to assume a greater optimism among pilot schools than may be expected universally in the area of the LEA, but the remarks from secondary schools were positive, even ambitious. Was it worthwhile?

"Without the slightest shadow of doubt. We can only go forward".

The statements reflect personal experience of favourable circumstances when measured by numbers on roll, but less so when allocations in comparative detail are scrutinised throughout the county.

THE PRIMARY SCHOOLS

The chosen sixteen schools were representative of the variety in this sector -

- 1 Single site primary schools of different sizes;
- 2 Infant and Junior schools sharing the same site;

- 3 Infant and Junior schools on separate sites;
- 4 Catchment area group of primary schools serving a pilot comprehensive school.

Each was funded on historical factors across a wide range of headings similar to those anticipated in future formal delegation, although they expected, rightly, a less favoured response to queries with the involvement of the whole county. They had authority to vire money between budget codes: four heads admitted being cautious in this initially. They were not treated in any way differently from those not part of the scheme : that is, they had to follow LEA policy in all matters, for example, in maintaining staffing levels determined centrally. Funds for non-teaching staff wages were extended to allow for an increase of three hours clerical work per week.

One headteacher commented:

"Probably for the first time in West Glamorgan, the school and not central office, decided what work was to be carried out. Small-scale improvements which had been waiting years were initiated. Some of these were important - like sinks in classrooms".

The Headmistress of one primary school paid particular attention to staff involvement in planning, especially participation in the energy saving campaign which was subject to architectural characteristics, occupancy patterns and cleaning requirements. Control of the use of water and the replacement of a coal-fired boiler by a gas system provided economies.

Figure 9.8**CREDIT 1989**

School	Surplus 88/89 £	Budget 89/90 £	Surplus 89/90 £
Brynhyfryd I.	3,291	212,967	14,130
Brynhyfryd J.	4,286	239,487	5,430
Cwmbwrla P.	8,934	295,475	22,449
Hafod P.	3,970	250,447	14,802
Mayhill I.	7,462	204,367	15,514
Mayhill J.	10,085	229,621	12,027
Plasmarl P.	9,586	276,598	5,430
Waun Wen P.	4,445	144,145	11,763
Gorseinon I.	7,285	186,512	15,798
Gorseinon J.	8,298	243,938	21,248
Cwmrhydyceirw	10,392	398,224	18,487
Crynallt I.	3,596	294,679	13,053
Crynallt J.	8,183	320,932	8,481
Neath Abbey I.	5,375	159,648	11,627
Castell Nedd P.	4,066	247,010	6,591
Glyncorrgw P. (MP/DM)	5,343	210,440	7,038

The benefit was acknowledged and the attitude of teachers confirmed, by one remark, "We have made a bit of money!"

There appeared to be no guarantee in the first year that allowances established at the centre were correct: many items were wrongly charged to schools, teething troubles as experienced in the secondary sector, but more significant in smaller budgets. At the end of both financial years all schools had underspent (Figure 9.8). In each case the surplus was not accumulative. The figures were subject to slight end-of-year adjustments and amounted to an average per school of 3.4% (88/89) and 5% (89/90) of the total available. They were invested at favourable interest rates. Headteachers considered the savings to be somewhat fortuitous, with financially advantageous staff changes and lower than average energy costs

during two mild winters. The funds were used in some cases in the subsequent year, for example for increasing clerical hours, additional supply cover, furniture replacement, internal decorating, provision of anti-vandal window guards and minor structural alterations to reorganise teaching space and for an extension to one school hall. Like their secondary colleagues, a number of heads anticipated formula funding with a certain misgiving.

One primary school headteacher confided in the Education Consultant:

"Some colleagues kept their savings intact because they believed they would not be so generously funded in future, with the introduction of formula funding, compared to historic methods".

As participants in the County minor maintenance scheme, the primary schools received allocations of £1,500 to £3,000, to meet costs of repairs up to a maximum value of £250, a restriction which disappeared during the first year.

There were instances of frustrating delays in the completion of structural work: responses from fire officers and building services did not match the urgency with which the premises were required for use. Although no fees or supervision charges were necessary, changes in guidelines resulted in such work becoming more expensive.

In September 1989, Primary Support Officers were appointed, each in charge of a group of ten schools, to assist in monitoring expenditure as a peripatetic bursar.

The objectives of the scheme represented an amplification of those of devolution itself. The scheme sought to confirm the authenticity of delegation principles and their application as postulated in West Glamorgan (Appendix 11). Statements made to the Education Consultant, and quoted in this chapter, suggest considerable success. The implications are: the choice of schools was entirely justified; flexibility, though limited in smaller schools, made savings and alternative use of funds conspicuously advantageous; LEA parameters were respected; the contribution of governors was appreciated; staff responded to the opportunities to join in-house planning committees; headteachers varied in their development of flair and entrepreneurship, as they did in their dependence on deputies in budgetary control; managerial and administrative skills were generally enhanced; training was limited but effective; maximum delegation was favoured as a future prospect.

On the other hand, although teamwork prospered between headteachers and officers taking a leading role in the scheme, some office staff had reservations about the likelihood of the correctness of accounting and staffing decisions as their bureaucratic world changed; communication was not always adequate, despite technological development. There was no admission that funds and clerical hours sufficed.

The next chapter has two sets of topics: the move towards further delegation of responsibility based on governmental policy and a selection of continuing associated themes.

CHAPTER 10 TOWARDS LOCAL MANAGEMENT OF SCHOOLS (LMS)

The introduction of the pilot scheme in 1988 was to have been an interim climax in LFM planning. It was regarded as the penultimate achievement leading to financial delegation to all county schools and colleges. In the event, and while arrangements were still being finalised, officers were forced to re-focus their attention on the broader dimensions of school management initiated by the Great Education Reform Bill, the response to which was founded on the scheme; thereby enabling the LEA to make an early beginning to preparations for the establishment of LMS.

The name was new: its introduction was recorded by Coopers and Lybrand (1988) in the results of their research commissioned by the Department of Education and Science in May 1987:

"...changes required in the culture and in the management processes are much wider than financial and should be recognised as such. For this reason we find too limiting the terms which emphasise only the financial dimension: 'Financial Delegation'; 'Local Financial Management'; 'Increased Financial Responsibility'.

We therefore propose that the concept be referred to by the more accurate term: 'Local Management of Schools' (LMS)" (p. 8).

By the date of publication a great deal of thought had been applied to the implications, for schools and LEAs, of government policy on LMS, but as management consultants their contribution was considered to be a definitive summary: it was

used with the supplementary 'The LMS Initiative', which had been produced jointly by the Chartered Institute of Public Finance and Accountancy, the Local Government Training Board and the Society of Education Officers, in a one-day training session for elected members and Education Department staff.

Later studies, eg. Kennedy (1993) and Gilbert (1993), followed this lead. Earlier Knight (1988) reminded us that the changes were in management, not in administration. Taken literally, this implies a negative attitude to administrative realignment which probably was not intended. The purpose was emphasis on the difference between the two activities; since it was amplified by the following definitions:

"Management is about developing policy, forward planning, priorities and evaluation; administration is about executing policy, systems and control".

It could be argued that central government was abandoning its original recommendation to introduce financial management judiciously. The gradual approach had been justified in various authorities by use of the time available to allow changes in policy. For example, one scheme (Thomas 1987a) started in 1981 with cost-saving objectives and three years were required to recognise the greater advantages of the 'value for money' principle. Misgivings began to appear (eg. Clough 1989) expressing concern that the suggested timetable had become too confining, with insufficient scope for consultation. A Cambridgeshire spokesman was reported (Berliner 1987) to have protested that more time was needed to develop the formula,

especially in the case of anomalies arising in small schools.

However, the Secretaries of State continued to welcome the rate of adoption of schemes. WO officials were,

"encouraged by the progress made, and impressed by the many examples of benefits gained by individual schools" (DES/WO 1987).

It was claimed (DES 1988a) that by March 1988 pilot initiatives of financial delegation existed in approximately twenty-five per cent of all LEAs. Also, it was politically expedient to announce progress during the current parliament.

Leading up to this situation, the result was a series of public statements revealing clues as to the topics likely to characterise the finalised policy. Three examples of these are leadership, the LEA role and consultation.

First, Beare et al (1993) has shown how the research base for leadership has broadened since the early 1980s. Their introductory paragraph, has a particular relevance:

"There can no longer be doubt that those seeking quality in education must ensure its presence and the development of potential leaders must be given high priority" (p. 141).

One Education Minister (DES 1987a) claimed that an increased control over some spending -

"should help heads to reduce form-filling and the need to liaise with local authorities over relatively minor matters. It should make a significant contribution towards good leadership".

Sources (eg. DES 1977a) were at the disposal of the Secretary of State later when he stressed once more how "he was looking for the maximum delegation of decision-making to schools" (DES

1987b).

Management training was listed as a national priority, attracting seventy per cent grant from central government. It was planned (DES 1987a) for local authorities to spend £4m. on training for headteachers and deputies in 1987/88, with an extra £3.5m. from other sources of funding. The Secretary of State announced (DES 1988a) support to the extent of £135,000 towards a training initiative presented by a consortium of professional organisations.

The second feature was the insistence (DES 1988b) that local authorities and their advisers or inspectors would play a key part in securing the orderly and successful reform of the education system. While it remained the intention of the government to devolve as much responsibility as possible to the level of the individual school,

"the professional contribution of chief education officers and their departments will remain crucial".

Thirdly, precursive consultation would involve all parts of the education service as legislation is prepared and achieved. Clauses 23 to 36 in Chapter III of Part I of the Great Education Reform Bill, in the form in which it was available for reference in 1987, dealt with LMS: they provided a climax to any account of the development of devolution in the 1980s. In so doing they made a general two-fold contribution: one, encapsulating the specific directives, the introduction of which structured educational changes; two, generating a range

of consultative opportunities prior to their arrival on the statute book as Sections 33 to 47 of the Education Reform Act (Royal Assent 29th July 1988), and during the implementation of associated regulations.

The result was the coalescing of experiences in planning and initial practices of LFM with reasoned ideas presented in preparatory documents, the publication of the results of empirical research of the application of these principles and those envisaged in the proposed LMS, with commentaries thereon.

The Secretary of State had expressed, on 10th April 1987, an intention to introduce legislation to establish schemes of financial delegation to schools in every local authority area (DES 1987d). The climactic document among government publications was announced on 20th July 1987, when, in answer to a parliamentary question from the Member for Rugby and Kenilworth, who had asked for a statement about the Government's plans on delegation, the Secretary of State said:

"I am today publishing a consultation paper which explains the Government's proposals in detail. I should be glad to receive comments on it by September 16th 1987" (1987c).

This consultative document (DES/WO 1987) was received by the West Glamorgan County Council on 21st July 1987.

Between July and September 1987, the Authority responded. (CH/SCJ SEOW Education Committee 22.9.87) A protest at the brevity of the period allowed for this particular consultation was incorporated. Attention was drawn to an assumption that evaluation of the planned pilot scheme would confirm the

advantages of delegation; which, therefore, could be extended in a phased programme to all schools. The county did not intend to exclude primary schools below a 200 roll minimum, or special schools, although the inclusion of the latter did not become a reality.

Further governmental guidelines were issued in 1988 (Circular 7/88 and DES/WO 1988). Views were requested by July and the LEA response was ratified at an Education Committee meeting on 28th June 1988.

Coombs (1987) found it difficult to accept requests for draft proposals from LEAs by 30th September 1989 as intemperate, especially after it was known that the Secretary of State envisaged the scheme for financial delegation being phased in over five years (DES 1988d). West Glamorgan officers did not agree. They were concerned at the simultaneous issue for comment within, once again, what was regarded as an extremely tight time scale, of inter-related documentation proposing radical changes in structure, content and management of everything to be taught in schools. The introduction of new pupil admission and curricular concepts unduly complicated the prospect of resource control changes and accountability. The proposed dates prompted an acceleration in planning made suspect by the complexity of formula funding, despite the advantageous position achieved to date by the LEA.

Indeed, preparations boosted by reorganisation and the pilot experience were already in hand. West Glamorgan officers were

invited to attend the first discussion (RGB/PEGT 24.02.88) on formula funding on 29th February 1988. The Deputy Director and the Deputy County Treasurer met the LFM Operating Group on 28th April, when it was decided to submit a scheme which would enable the authority to phase in a programme of delegated budgets for all schools by 1993. In actuality, schools were involved earlier than anticipated (Figure 10.1).

Figure 10.1 Involvement of Schools

Date of Entry	Grouping per Number on Roll	Number of Schools
1st April 1990	- all Comprehensive Schools	27.....27
1991	- Primary Schools - 400+ *	1
	350 - 399	15
	300 - 349	13
	250 - 299	29
	200 - 249	32.....90
1992	- Primary Schools - 150 - 199	38
	100 - 149	18
	50 - 99	16
	-49	5.....77

* Numbers on roll refer to January 1989.

Budgets were not delegated to -

Units - Adjustment	3
- Hearing Impaired	6
- Visually Impaired	3.....12
Special Schools	4..... 4

The duality of function of the LEA, legislative and consultative, provided the development of concepts among those which originated in the early stages of devolution and which have gained in significance in the years prior to the adoption

of LMS, in the new situation as well as in response to the stimulation of further research and published material. It provides for the composition of a checklist which partly illustrates the nature of delegation of responsibility during this period.

A further purpose of this chapter, therefore, is to offer observations on some of these themes: accountability, autonomy, curriculum enhancement and the supportive role of the LEA, in order that stages reached in their research may illustrate and in some ways confirm, the nature of the final thrust towards significant interrelated developments in new managerial approaches and what, in geographically varying circumstances, was thought to be a most feasible maximum autonomy.

ACCOUNTABILITY

Welton (1984, 155) made two points: first, the education service has existed for years with the external "clamour for greater accountability and service to the industrial and commercial world"; second, for the development of young people a professional evaluation is required with "at least a more educated understanding than the cash register accountability being thrust upon the education service". A further aspect which appears relevant in the context of this dissertation was mentioned by Thorp (1985, 415), who showed that if accountability is located within the wider concept of

democracy, the "control" of education as a major publicly-funded enterprise, should be shared by the community through participation of parents and democratic representation of governors.

The purpose of performance appraisal can be defined as the measurement of the degree to which acceptable goals have been achieved. Given the proper use of adequate judgemental criteria, evaluation is possible, incorporating elements of accountability. It has a particular application within the dichotomy of the wide-ranging definition favoured by Thomas (1985b) and which needs, if precision is required, a more specific meaning for such terms as 'appraisal' and 'assessment'.

Of particular interest are two general aims: first, evidence is required to show if managerial, administrative and teaching tasks have been carried out effectively in educational terms: and, indeed, bearing in mind the original need for educational restructuring, whether this has resulted in a recognisable improvement; second, information on these activities has to be acquired for the benefit of those to whom the managers and staff in schools are obliged, in law, to report. The acquisition of this information is monitoring.

Monitoring and evaluation provide a framework for accountability; which is seen to function as the channel of presentation, to those imbued with the necessary authority to claim it, of an appreciation of the extent to which a certain

activity has been successful. Sallis (1989, 25) is aware of a range of definitions, with the complexity of responsibilities in the education service making a precise statement difficult; finally quoting:

"...the duty to render account of work performed to a body that has authority to modify that performance by the use of sanction and reward" (after Kogan).

As such it can be a response in a reverse direction to responsibility for control, among which is a duty to ensure success. The holder of that duty must make the monitoring and evaluating (including self-evaluation) happen in such ways as to include adequate and timely reporting of results to ensure appropriate remedial or consequentially forward-moving action.

THE SEARCH FOR CRITERIA

Versions of the criteria by which the success of a school may be evaluated abound in educational literature. Thomas et al (1989) list eighty-three such sources. Ball (1987) appeals to the educationalist with a concentration on costs per pupil as an effective predictor of school innovativeness.

Birnbaum (1989, 157) recommends certain ways in which effective criteria may be described,

- "1. Credible - to generate confidence.
2. Valuable - for outcomes to be appreciated.
3. Cost-effective - to justify application of resources.
4. Reliable - to guarantee any required confirmation.
5. Valid - to include evidence in support of judgements.
6. Verifiable - to give clarity to reasons for judgements.
7. Transferable - to allow others to learn from them".

The problem which most obviously has to be overcome in measurement of performance is the move from quantitative to qualitative, and from impressionistic to objective, material. Before questions of efficacy came to be raised in circumstances associated with delegation, two areas of interest were prominent: the confirmation of the correctness of the direction in which the education service was moving, although sometimes the imposition of directional guidance has been overdone; and reassurance for parents individually as they become aware of attendance figures, academic results, apprenticeships acquired, and the incidence of entry into tertiary/graduate courses or employment.

In addition to the accumulative work of the Assessment and Performance Unit since 1974, raw data on what has been accepted as important in the achievement of schools has become part of the public domain, sometimes as a result of proud speech-day announcements. Commentaries from observing groups such as Her Majesty's Inspectorate have produced statistically-based references, condemnatory in a generalised way, while concentrating upon a limited number of aspects of the overall situation.

On the other hand, as reports of inspections are made available publicly, inspectors have been seen to comment on all parts of school life and to make recommendations towards "improving overall quality of the education service" (Lawton and Gordon 1987, 153).

No attempt was made by HMI to indicate what was meant by 'quality', other than in terms of general improvement: it is assumed to have referred to the attainment of acceptable specified requirements in the particular area under discussion.

Gray (1993) links the attention paid to standards in teaching and learning with the special contribution of attitudinal factors such as expectations and determination to achieve. It is explained how 'satisfactory or better' quality, both of provision and response, can be expressed as a percentage with a majority achieving an above-average rating.

The results of the survey carried out for 'Ten Good Schools' (DES 1977a) were based on criteria divorced from, but complementary to, numerical analysis. In the examples chosen as successful, an environment where talents flourished, summed up as a 'climate' of growth, was created by a shared commitment to fundamental objectives. Special reference was made to the factor of individual leadership but Thomas et al (1989) claim that a collegiate system could be equally, and probably more, effective; while Poster and Poster (1993) suggest that this policy is likely to be favoured in the face of the increased weight of overall responsibility.

However, this need not detract from managerial ability since, in establishing such a structure successfully, with an organised and articulated philosophy, the headteacher is confirming an essential quality of leadership.

Handy (1985) showed the matter to be more complicated than

this and Dimmock (1993) implied that arguments supporting local autonomy as a vehicle for improvement in pupil achievement is contingent upon strong leadership. Hughes et al (1985) described the duality of a leading professional and chief executive role and the diversity which made it "situationally contingent" (p. 286).

Whatever the style adopted, what is fundamental is the creation of a recognisable entity to which Peters and Waterman (1982) refer as a "corporate capability" (p. 8), because,

"the institutional leader is primarily an expert in the promotion and protection of values" (p. 85).

This necessitates a further opportunity to look at the outcome of management skills. Maden (1992) argues in favour of dependence on such abilities as much as on the nature of the school's (formerly) historic budget for successful utilisation of resources. It is claimed simultaneously that demand for evaluation in management techniques is justified because of the vast difference between organising a timetable and a £1m. budget share. The discussion was developed by Wallace (1992) and previously by Knight (1988, A3) who assumed that financial management -

"...is no different in principle from management of the curriculum or the timetable, or management of pastoral care. Broadly, it requires similar generic management skills - planning, co-ordinating, organising, managing people/resources, evaluating. Obviously it requires some specific skills and knowledge...but these are not advanced or difficult. Advanced accounting skills are not required".

In answer to the first comment it can be pointed out that it

was never the timetable alone, without dwelling on the situations in large schools: but the degree of change does justify the existence of a reporting procedure - in the circumstances there is information that is worth knowing. The reference to skills has omitted the word 'simultaneously' which, if included, would have indicated a wider appreciation. Headteachers of pilot schools have referred to assistance received from governors with accountancy backgrounds and an awareness of such implications personally has emerged in interviews, much in evidence as a positive advantage in some schools. Coopers and Lybrand (1988, 34) took the wider view:

"The largest single change for schools will be in attitude and culture...The success of the change will in large part depend upon the clarity with which management structures and processes are established".

An explanation was given of validity of "performance indicators" (p. 31) in evaluation. They were divided into three categories:

- outcomes eg.- differentiating rightly between absenteeism and truancy
 - internal performance
 - external participation,
- input eg.- organisation stability
 - sociometric background,
- process eg.- teachers' qualifications
 - class sizes
 - involvement of governors.

Presumably, the sociometric factor included levels of a pupil's previous attainment and parental support. (For a comprehensive list see Hargraves and Hopkins (1993, 230)). Reid (1987, 30) favoured a "consensus of outcomes".

Those practising education have tended to concentrate on outcomes of performance and evidence of pupil progress, supplemented, as in Thomas et al (1989), by characteristics which appear in 'records of achievement' documentation for individual pupils, but now suggested for application on an institutional scale. It is argued that the use quantitatively of raw data can be legitimate alongside observation and descriptive methods. Professional judgements have to be made to sustain objectivity in assessment techniques. The problem which has to be solved is the worthwhile use of resulting information ultimately by some people with personal priorities; but not always gifted with skills in academic interpretation.

A reasonable conclusion would appear to be an acceptance of evaluation as a comparison of values against acceptable norms; and accountability as the responsibility or liability to be successful inside those parameters.

INITIAL SUGGESTIONS

The search for evaluatory factors in West Glamorgan was tentative. During the period under discussion plans were limited and unfulfilled. One reason for this lay in the dilatory way in which evaluation as a topic was raised: it did not feature on the agenda of consultative groups. Another cause was the non-involvement of the advisory service, in deference to their commitment to curricular areas, staff development and

links with schools. Their inspectorial role had remained largely undeveloped. Individual advisers did participate in working parties but preparation for devolution lay almost exclusively in the field of operations of education and financial officers, although inevitably, as has been clarified by Maden (1988), it was a multi-professional project. Thirdly, at a time when this work could have been initiated, the pilot scheme, of which it might have been a logical component, was replaced.

In the spring of 1987, the Education Consultant presented a paper on Evaluation to the Director of Education. As far as schools in the Authority were concerned it was a topic that was new. Parts of the document were used on training programmes.

It was hoped that the paper would be received, not only as a means of introducing discussion, but also as an attempt to raise awareness of how evaluation could be carried out. If it could be accepted that a template was being created, its suitability could be judged in its capacity to be transformed into a county system.

Departmental records include a copy of correspondence (JCB/JD 19.11.87) from the LFM operating group leader to a potential academic researcher. It was suggested that since the intention was to allow surplus funds accrued by schools to be used at their discretion, there would be no saving to the Authority. In these circumstances it would be important that some perceptible improvement in the education delivered would

result during the period of the pilot scheme, then expected to last until March 1991. This would justify some form of evaluation before delegation was extended. Attitudes of pupils, parents, governors and staff, as well as perceptions of selected employers were recommended as possible subjects for examination. There is no evidence of any consequent action.

The DES recommended (1988e, Paragraph 11) that nearly £2m. expenditure through education support grants and also funds under the LEA training grants scheme should be used to augment local advisory services:

"...to help with the introduction of changes and as a way of evaluating the quality of what is provided".

This was likely to result in concentration on the national curriculum rather than financial matters despite directives accompanying allocations and the additional concept of use of grants for local priorities (Ouston 1992). A conceptual model had appeared (Coopers and Lybrand 1988) recommending a customer/contractor view of the advisory service. Attention was drawn to the likelihood of,

"potential changes in the role of the advisers/inspectors, with moves towards the latter" (p. 5).

A third West Glamorgan initiative was taken by the Deputy Director. As what would have been a manifestly desirable major development, a comprehensive plan for reorganisation of the functions of advisers was circumscribed in 1989. Extensive documentation (CH/SCJ/6 24.8.89 and subsequently), for internal consumption, supported the following stated general aim:

"...to enhance the quality of education within the LEA, through continued improvement in the learning process for students".

In the revitalised service there was to be an apparent all-absorbing concentration on curriculum policy (West Glamorgan 1987), although mention was made of monitoring and judgement of the ethos of the school, with reference to two areas of the 1988 Act in the stated list of objectives:

- "(a) giving a high profile and a significant emphasis to LEA curricular policies with their stress on student-centred learning.
- (b) assisting schools/colleges with implementation of local management responsibilities, and the schools with the phased introduction of the national curriculum".

It was intended to maximise the curricular impact of both mandatory and discretionary funding through the work of operations teams, to oversee,

"...present levels of resourcing and the current pattern of curriculum provision and, in so doing, making a significant contribution to influencing LEA priorities in these respects".

With further repetition, the main tasks in primary and secondary schools were intended to be:

"to regularly survey the resource and accommodation needs of all schools and to make appropriate recommendations to the LEA".

This set up the first significant initiative for the advisers as inspectors. Difficulties were anticipated but not acted upon in the time available. Scepticism was likely to arise among the teaching profession as anticipated by Lambert et al (1985), for two reasons: first, disparate relationships

associated with the advisory and insectaria roles made simultaneous execution problematic; second, results of inspection which were contributory to the management of change were less easily accepted from sources which were part of the system of administrative control: independence always had been a great source of strength and status to HM Inspectorate.

The absence of categorical statements relating to action in connection with delegated autonomy could have been misleading. Officers were moving on: it was necessary to think of the full range of provision and its management. At the time the pilot scheme was in operation. On this basis it may be reasoned that the suggested pattern of evaluation embracing, eventually, qualitative approaches, could not be carried out without worthwhile attention being paid to how all commitments to resourcing adequately were being fulfilled.

The whole conceptualised directive, incorporating much detail on proposed fieldwork methodology, was a presentation of the highest quality. It survived in part with the introduction of subject emphasis of the national curriculum and as pastoral advisers were attached to individual schools. The loss to the county arose from enforced depletion in the ranks of advisers and the move of its architect to alternative employment.

Nevertheless, the idea of evaluation survived, albeit inconspicuously: it appeared as two brief, repetitious, paragraphs in the submitted scheme (West Glamorgan 1989, G4).

"Evaluation must be part of a wider process of setting of objectives, taking action to fulfil objectives, and evaluation of effectiveness in

attaining objectives. Any LEA-based evaluation will need to supplement regular school-based processes of evaluation.

The LEA will take seriously its responsibilities to monitor both LMS and the national curriculum, and will adopt approaches aimed at improving the effectiveness of the education service for pupils. To this end, both officers and advisers will need to devote a significant part of their time to the processes of monitoring and evaluation".

The policy originated in Clause 26 of the Bill whereby the right to a delegated budget could be suspended if those responsible were,

"not managing the appropriation or expenditure of the sum put at their disposal for the purposes of the school in a satisfactory manner".

This ultimate sanction could be applied only if the officers of the LEA discovered the evidence. To do this, monitoring and evaluation would be necessary. Liberal justification and amplification appeared in guidance given in subsequent circulars (eg. DES/WO 1988). Attention was drawn to these in a report (CH/SCJ/Findelwo 7.6.88) to the Education Committee on 28th June 1988. The Authority accepted an "advisory and corrective role" in the reply which had to be made by July 1988; agreeing that information on performance should be collected as part of a monitoring cycle and,

"LEAs should include in schemes submitted for approval a brief description of their proposed procedures for monitoring the schemes" (Para. 148).

The result was the two paragraphs quoted above (West Glamorgan 1989, G4). It was important to heed the warning expressed by Howard (1988, 123), who described as insufficient "the

auditing of propriety which has been exercised in the stewardship of funds". It is counter-productive to redirect funds in new ways into short-term benefit in consumables at the expense of long-term integrity necessary for commitment to capital purposes.

PUBLICATION OF INFORMATION

The cycle of accountability is continued when parents in their own right, and as members of the community, are informed. It is worth noting that those with children in school are contacted directly but, except in the case of siblings, decisions on preference are expected from future parents; information has to be made available to these. Also, choice is not always automatic: distances between schools may make an alternative inaccessible.

The original provisions for inclusion of references to financial statements in Articles of Government (DES 1986, Section 29) and governors' reports to parents (DES 1986, Section 30(2)(b)), were superseded.

The primary objectives of new legislation had been outlined in the consultative document (DES/WO 1987) and the parliamentary reply preceding it:

"...to ensure that parents and the community know on what basis the resources available to schools are distributed in their area and how much is being spent on each school;
...to give the governors of all county and voluntary secondary schools, and of the larger primary schools, freedom to take expenditure decisions which match

their priorities, and the guarantee that their own school will benefit if they achieve efficiency savings".

Once delegation was in operation, it was envisaged that the LEA would publish:

1. total resources to be spent in the primary and secondary sectors in the coming year and the amount included in that total to be allocated;
2. a description of the formula and the resulting planned expenditure per pupil for each school;
3. expenditure per pupil on services not included in the allocation formula.

Further accountability was imposed by the following:

"At the end of each year the LEA would be required to publish information on actual expenditure at each school, which could be compared to the original plan. This information, together with that required of governors relating to the achievement of the national curriculum, would provide the basis on which parents could evaluate whether best use had been made of the resources available to the governors" (DES/WO 1987, Paragraph 10).

As a result of the stipulation in DES (1988c) Clause 35 (7), a statement in governors' reports were to contain:

1. a copy or summary of the latest financial statement from the LEA to the governing body,
2. how the budget share had been used,
3. any gifts received.

The response to pupil needs is taken as the purpose of the curriculum; resources in what Downes (1993) calls three main areas, books/equipment/materials, non-teaching staff and teachers, are applied to curricular and extra-curricular objectives; the extent to which this is successful is judged from indications in the report to parents. The application of

resources cannot be assumed to bring about unconditionally a high quality curriculum: complementary evidence of good management is required. The question arises as to whether or not the evaluation process itself, at this stage, is effective.

In the first place, choice of criteria would be vital; but of comparable purport is the way the information could be interpreted by its recipients. Many parents are likely to have difficulty in appreciating straightforward requirements as well as fundamental goals and relating general performance to them. Since this involves judgement on best use of resources, it also implies the ability to recognise the level of their original adequacy and the professionalism to which they have been subjected.

Although relevant, this is a wider area of interest than that associated with the education provided for their own son or daughter and the expectations they have, with a varying degree of personal commitment. The whole response to correspondence and presentations in open meetings is likely to be influenced by what has been summarised as:

"what they consider best for their child at a particular stage and at a particular moment in time"
(DES 1977a, 6).

The solution for the average parent, and probably the majority, is likely to be somewhere between informed perusal of a detailed budget sheet and limited identification with the achievement and prospects of one pupil. Interested parents have opportunities to share anxieties or success with individual

teachers in an appointments system, the importance of which cannot be overstressed; but the key to parental receptivity of an indication of the school inventory much depends on verbal and selective explanations supportive to the dissemination process. Repeated scrutiny of financial statements could lead to a familiarisation on which would be based constructive appreciation and qualitative judgements, with difficulty.

As publication of information has been extended to include external examination results and the use of financial resources, so the concept of preferred placements (DES 1980) is reiterated by the 'open enrolment' component of the 1988 Act, Part I, Chapter II. Planned admission limits, and now 'standard numbers', are concerned with physical capacity and its rationalisation; but the policy obviously has implications for funding as larger numbers are attracted - or disenchanted.

Class sizes, school uniform and pupil/teacher ratios are used in assessing situations; although in this context a successful policy, albeit infrequently, could be self-defeatist. However, there are many less tangible indicators of success contributing to public, as well as parental, perception of the totality which makes up a good school. Dennison (1993) gives examples which range from impressions of the condition of buildings to opinions expressed on an 'unofficial grapevine' and which can have an effect on choice: contemporary parents are in a position to corroborate if consulted.

Furthermore, with worthy exceptions where a youngster has a

particular disability or enjoys specialised gifts and thereby requires proven quality of care, prospective parents are interested in specifics. Also, importance can be attached to broad patterns of achievements and the wider environmental scene, emanating from the community of the school where discipline and self-discipline, internal and external, manifest themselves. Reassurance can result from the recognition of the existence of an ethos; which Torrington and Weightman (1993) define as:

"a self-conscious expression of specific types of objective in relation to behaviour and values"(p.45);

and principles when they are postulated in a logical sequence, such as: Discipline - Control - Order - Empathy - Freedom - Enjoyment - Achievement. Knowing that good standards tend to speak on their own account, headteachers are projecting them, with incipient marketing skills, into the public domain. Such a philosophy requires support of like values in society - inside and outside the home. Too long, and in some cases to too great an extent, they have been practised in schools in isolation and therefore with difficulty.

Finally, it would be logical to expect responses from those to whom the school is accountable - what Coopers and Lybrand (1988) called "signals from its clients" (p. 6), if any ultimate advantage is to be gained. 'Clients' is a term like 'customer' or 'product' which, as Torrington and Weightman (1993) told us, is alien to the ideal of an integrated

community like a school: seeking the welfare of all members. The parent/teacher idea of partnership still has to exist since the fundamental element in the whole scene is the work of the teacher with individual girls and boys, effective in the eyes of parents and in reality. New relationships as "clients and providers" (Stewart 1992, 19) reflect a widening of involvement, best regarded as extended areas of co-operation and, as such, are supplementary to the original concept. The Secretary of State emphasised a wish:

"to ensure that our reforms reinforce the partnership of parents and schools" (DES 1988d).

The need to overcome deterrence to this relationship is axiomatic on both sides even when, as suggested by Macbeth (1993), a minimum programme of contacts can be planned. The functioning of the school is likely to be such that whatever the opportunity, extent or content of the reciprocal messages, most frequently they will be favourable, occasionally critical, but always they should be supportive.

Of the literature available, some has appeared in the form of multi-contribution publications, eg. Downes (1988), still addressing LFM, Preedy (1993) and Dimmock (1993), all with at least four general features: first, an editorial summary or overview chapter which in each case demonstrates the overlapping nature of relevant concepts (eg. effectiveness and improvement); second, the world-wide base on which research has emerged, with special reference to Europe, Australasia and the North American continent; third, the opportunities,

therefore, to study varying degrees of influence of political and professional ideology (eg. Australian States and U.K. Counties) as well as characteristically unlike practical experiences and research evidence; fourth, consequential interpretative contributions. These demonstrate the following aspects: new terminology (eg. restructuring - of school organisation; linkage - of general and curriculum management; empowerment - of teachers; market choice - as a means to improvement); different patterns of decentralisation (eg. regionally in USA, traditionally nationalistic in Europe); distinctive forms of school-based management in which Bolam (1993, 226) suggests three "key variables" in a full range of task areas among which decisions are exercised: the level, in-house local or national, at which this discretion takes place; the degree to which autonomy is allowed or limited by external controls such as regulations and accountability; conceptual diversity of roles (eg. of parents in New Zealand, of the community in Australian states and of principals in New Mexico).

Dimmock (1993) clarifies the two lines of reasoning by which one is able to arrive at the twin concepts of government policy: quality in education and value for money, making up the field of operations for accountability. The first is educational, whereby practitioners are professionally effective in achieving standards of learning for their pupils and increasing success potential - effectiveness and improvement.

The second argument is based on economic and political considerations, after Thomas (1985).

Following Dimmock, there are three stages: first, in a period of recession and major demands from other government departments, policy making in the political arena is dominated by financial restraint. Second, this stimulated two attitudes, a requirement of the best possible return for the scarce resources allocated to education and a justification for continued provision as close as possible to existing levels. Third, while it is logical for such intentions to demand reviews and accountability, we are reminded by Caldwell (1993) of their tendency in a political context to be conditioned by two assumptions, - that education contributes to economic well-being and that the aim is quality of life not quality of education alone.

SCHOOL-BASED DECISION-MAKING

Another example of an idea pre-eminent throughout devolution has been the emergence of institutional responsibility for financial, and eventually other, decisions. There is a natural progression from the logic of the weight given to this concept initially to the subsequent work of various authors. Caldwell (1993) commented on the continued importance of responsiveness, and schools managing their affairs, with direction and support from necessarily small central bureaucracies.

Moving from solely financial matters and the allocation of resources, Dimmock (1993) has reviewed research studies on wider fields of school-based management and those parts of it concerned with organising the curriculum. The 'linkage' concept has much in common with the 'coupling' ideas of Levacic (1993) except that the latter concentrates on financial/curricular commonality in planning (eg. sharing the same aims and objectives) while the former relates the process of curriculum organisation to the general management of the school (eg. planning the aims and objectives and generating a correspondence to goals in the curriculum).

It is argued that in the schools the characteristics of management vary considerably in responsiveness, flexibility, planning and collaboration; and thereby affect the quality of what pupils learn and how it is taught.

"It is suggested that four sets of factors exert a strong influence on student learning: the method by which students are expected to learn, the quality of teaching, a supportive learning climate; and a quality curriculum defined according to its breadth, balance, co-ordination, differentiation and relevance" (p. 17).

Some headteachers in the West Glamorgan pilot scheme had reservations about the extent to which decision-making could be slowed down by additional participants. Most teachers would not readily take to the conceptual approach of the theories of 'effectiveness' and 'improvement', although they would appreciate the worth of improving effectiveness. This is supported by Reynolds (1993, 196):

"A considerable volume of research now exists that shows teachers' focal concern to be with the content of their curriculum and instructional practice - rather than with the wider area of the school, yet school improvement rarely has an instructional focus".

On the other hand, Hallinger et al (1993) concluded that relevant research has confirmed the advantage of empowering teachers: they rewarded collaborative management with a sense of ownership, facilitating the process towards school improvement. The theory suggested is that extra time devoted to it should result in better decisions, accepting the contention already made, that more non-teaching time is needed for collegiality and that inter-staff communication is vital in any structure. Also, co-operation generates self-belief in team members. Ball (1987) supported participation in policy-making by teachers as leading towards greater dynamism in the conception of change. Caldwell (1993, 177) expressed a similar sentiment in describing self-management as a "unifying factor". In the clash between professional work and bureaucracy, a lessening of the latter appears partly to account for the popularity of the changes. Harling (1981) argued for the use of rigorous commonsense, especially with increasingly scarce funds. The use of an output budgetary system by department heads and teachers should be encouraged before purchase or deployment of resources.

The relationship between the nature of management and delivery of the curriculum leads to a two-fold conclusion: first, they are concerned with school-based initiatives and

activities; second, the relevant decisions are most effectively made in schools. That hoped for improvement in the quality of schooling, whether for economic or educational imperatives, is based on reform in school-based management and practices, is an "inescapable conclusion" (Dimmock 1993, 2); reiterating the recommendation of Caldwell (1987):

"In Britain, emphasis should be shifted from purposes related to efficiency and focus on finance and budgeting, to the broad end of quality in education and educational planning" (p. 411).

But some contributors have reservations. Educationalists who reacted to initial government recommendations did not have the benefit of a knowledge base - only the responses of a selective number of consultants and analysts. The research which followed, including the examples quoted above, has contained references to their own inadequacies in terms of fully proven concepts. Bolam (1993) has summarised and amplified ideas for further investigation presented by his co-authors.

The result has been the introduction of a major educational movement with limited theoretical reinforcement reaching the schools: universal transference of conceptual appreciation to practising teachers and managers appears to be largely undeveloped. In West Glamorgan, training has been concentrated on the mechanics of on-site administration (eg. budgetary policy and control) and the roles of school governors (eg. in staffing matters). Evidence provided by the pilot scheme must be regarded from three points of view - two being restrictive: first, it was ideal pragmatically as a preparatory run-through

of procedures and initiatory management; second, statistically it lacked the quantitative breadth to service empirical academic study; third, its success was steeped in pre-ordained enthusiasm. Knight (1988) observed that "even in Cambridgeshire and Solihull experience is still not very deep" (p. 152).

Gray (1993, 22) calls quality enhancement a "potentially elusive concept". This insubstantiality has led Chapman (1993, 202) to offer "not a definition of school effectiveness, but only a broad elucidation" - on a framework of goals, means of achievement and measurement - and with Knight (1993) to point out that measurement of performance is hindered by the arbitrary value-laden nature of the leadership contribution to school effectiveness. If this is so, the implications of value judgements in aspects of school policy will themselves require qualitative assessment for the whole-school culture to be explored. This could be one reason why Bolam (1993) claims that a connection between management and school improvement has not been proved; and why further clarification is advocated by Dimmock (1993) of features of school-based management, as well as an investigation into links between two pairs of components: features of management and curriculum quality, present effectiveness and future improvement.

Other questions may be considered still outstanding: first, how far is the empowerment of teachers justified by application of overt expertise during opportunities for participation? Secondly, to what extent is the scope offered to institutional

management and the liberalisation of tasks, related to the collective confidence and political will of the LEA? Thirdly, since problems will not be solved, and creative policy will not ensue, from simply mechanical application of financial resources, how can evidence be accumulated to confirm lasting integrity of the in-house system?

NEEDS AND THE CURRICULUM

Decision-making was primarily concerned with maximising appropriate choice and aspirations for curricular success can be approached from another point of view: the needs of pupils, of schools in a corporate sense and of the community; and the quality of education sought in their fulfilment. In a limited field, headteachers have seen this as the purpose of the use of capitation, with 'freedom', 'authority', 'control' and 'power' newly applied as alternative terminology to 'responsibility' and 'autonomy', as in discussions on virement.

"To a greater or lesser extent, LEAs have for many years been giving schools the freedom to spend a proportion of the money available to them in a way best suited to their own needs, as perceived by them" (Downes 1988, 3).

The LEA documented its...

"... responsibility to ensure that the education provided in all establishments is effective and appropriate to the needs of individuals and society.

Each establishment has, in turn, a duty to provide education which satisfies the general requirements of the LEA and effectively meets the needs of particular communities" (West Glamorgan 1987, Introduction).

The ability to expedite the accomplishment of these commitments, admittedly expressed in a curricular context, was expected to be one of the gains of delegation:

"It will give schools the flexibility to respond directly and promptly to needs of the school and its pupils in a way that will increase the effectiveness and quality of the services provided" (Coopers and Lybrand 1988, 7).

"One of the most notable changes so far has been the new concern of educational managers to ensure that resources available are used most effectively, reflecting the needs of the school" (Stewart 1992, 15).

"LMS must be judged on how far it enables the whole education service to respond to the needs of all pupils in the locality" (Gilbert 1993, 97).

Obligations of the LEA remained and attracted accountability from the establishments through the Education Sections to the County Treasurer's Department. This resulted in bureaucratic control of the accuracy of school accounts (see Chapter 7). It also prompted the introduction of reconciliation to confirm budgetary competence.

The government continued to announce its quest for high standards. The Secretary of State promised legislation,

"to improve at all levels the quality of education in our country" (DES 1987e).

Reference has been made to consideration of the Education Reform Bill as it passed through its committee stages in the House of Commons and the House of Lords: it was ordered to be printed on 20th November 1987. As well as the clauses already mentioned, it offered for public debate at this time various features which later became law. Among these was the direction

that syllabuses and methodology should be reinforced by the organisation of a basic 'national curriculum' with specified subjects, attainment targets, study programmes, assessment arrangements (Clause 4) and modifications for pupils with special needs (Clause 10).

The established curriculum and its enrichment, incorporating its 'national' form, can be regarded as the means by which needs are achieved. In turn, success in delivery of effective curricula is synonymous with the sought after quality.

The second step is a matter of identification also - that of the pragmatic application of the quality concept and of needs. The former is considered as aspects of evaluation and the attainment of acceptable requirements to ensure one's goals: the latter require further explanation.

It was provided by obligatory local authority statements (West Glamorgan 1987) on curricular policy and its contextual links with the national curriculum; although the insistence on a wide range of subjects in the search for higher standards, by national imposition, immediately was seen to be somewhat overdone; a reaction which has been confirmed with the benefit of retrospectivity.

Thirdly, in the school setting: the publication of aims and objectives was an exposition indicative of an organised approach, the philosophy underlying decisions on what was important and the culture in which it was taught. Their relevance to both needs and supplied curriculum, for those to

whom the school was accountable, necessitated an announcement of intentions the completion of which could be judged.

The fourth aspect of needs refers to recognition by officers of the limitations of a simplistic approach to formula funding. Equity between schools became a cause for concern in the pilot experience. Also, the pupil numbers approach with age weighting conflicted with the needs factor as a formula base (Maden 1992). It was suggested that staffing profiles, the state of buildings and other evaluative criteria had insufficient significance in current LMS formulae.

An alternative approach to the same theme would be recognition of the budget share, already reflecting LEA priorities, as a response to needs which vary significantly with age and associated incidence of performance-inhibiting characteristics; and that pupil numbers on roll give a numerical scale to that identifiable provision. Any acknowledgement of needs, including special cases (DES 1981 Section 7), helps equity among pupils as well as schools.

The NUT (1987) typified general opinion when it recognised the impossibility for teachers in mainstream schools to attempt to carry out 'statementing' and integration of pupils with special needs in curricular and social terms without additional resources.

The West Glamorgan solution sought positive discrimination and viability for small schools. It includes the average staffing salary, a percentage for free school meals (as an

attempt towards a socio-economic element), pupils with statements (as a criterion for special needs) and premises related factors (the location, nature and condition of buildings): while Lee (1992) appears to be justified in describing as drawbacks the facts that statements do not cover the lowest twenty per cent and that free school meals are susceptible to change in entitlement.

At the same time the dominant influence on the formula of pupil age and numbers is irrefutable: more pupils mean increased resources; additional funds are applied to the curriculum; more needs are fulfilled; greater success is achieved; pupil numbers increase. The continuity of effect is completed.

In notes on the financial effects of the Act (DES 1988c), it was conceded that since purposes to which the budget share could be put included curriculum development, planning of resource use would be an important function:

"As the National Curriculum is progressively introduced, some redirection of recurrent and capital resources will be required by local authorities, school governing bodies and headteachers as well as by central government in its planned development of education support and training grants" (p. xii).

Responsibility could be delegated to the headteacher by the governing body (DES 1988c, Clause 25 (5) (b)).

Sustaining curricular objectives was one of the many continuing features of the education service which could not be identified with any particular stage of devolution; even with key dates it is not possible to compartmentalise the process.

- 1974 County of West Glamorgan formed
- 1980 Education Act - parental preference
- 1981 Education Act - pupils' special needs
- 1982 May Financial Management Initiative (Prime Minister)
July Local Government Finance Act
- 1984 Oct. LEA administrative reconstruction authorised
Dec. Recommendations of the Audit Commission
- 1985 Feb. Devolution explained to headteachers
March Planning groups formed
April Basic Consolidated School Allowance
June Administrative Review
July Education Consultant appointed
August Administrative guidelines to all schools
Sept. Formal beginning of devolution
Oct. New Articles of Government to Schools
Dec. Initial consultation programme completed
- 1986 Education (No.2) Act - accountability for funds
March LFM Pilot Scheme proposed
- 1987 April Pilot Scheme - preliminary year
May DES commissioned research on LMS
July Consultative document on financial delegation
Nov. Great Education Reform Bill
- 1988 March Pilot Scheme confirmed by Education Committee
April Pilot Scheme introduced
July Education Reform Act - management of schools
Sept. New Articles of Government to Schools
- 1990 LMS overtakes LFM
- 1993 Full formula funding

A distinctly staged pattern is not evident in the above dates. This is likely to be due to an overlapping of areas of change and, when possible, the immediate introduction of innovation in close conjunction with executive planning decisions without the delay which could exist with conformity to the execution of a fixed timetable. The underlined words do indicate progression and this was reflected in reinforcing the school situation.

A SUPPORTIVE ROLE

Ways continually have been observed in which support from the LEA has permeated the widest dimensions of delegation of responsibility. An analysis of the implementation of the Education Reform Act 1988 in West Glamorgan would reveal the culmination of a purposeful policy in this direction as part of the duly recognised strategic, supervisory, administrative and servicing roles of the Authority.

The consultative documents had not been helpful in this: they failed to avoid a certain amount of ambiguity in reference to functions associated with, for example, staffing matters, property-related administration and cancellation of empty places. No meaningful suggestions were forthcoming on ways in which use of rate support grants pragmatically could be announced and injected into the funding calendar if statistics were forthcoming in late autumn for absorption into the provision for the next financial year. Discussion on this was promised for the end of 1988 (DES 1988e) but it remained an unsolved problem.

At various times underfunding in the education service generally had exposed county plans to circumstances of financial contraction. Attention was drawn to this topic in the response to government draft circulars, for example, as reported to the Finance, Staffing and General Purposes Standing Sub-Committee (8.9.87):

"The Authority believes there is an urgent need for a reassessment upwards by Central Government of the finance it makes available, of the amount of revenue expenditure permitted before grant penalties apply, and of the amount of capital monies which can be raised through loan. Without such additional resources, delegation.....will be impeded by an inadequate funding base".

This implied the need for additional financial support for devolution.

The Secretary of State took advantage of a late opportunity (DES 1988e) to reassure authorities of their continuing crucial role following the Royal Assent of the Act:

"The system as it develops will be more decentralised but....it will be financed by local government; organised by local government; it will be monitored and professionally supported by local government; and it will be accountable to local government" (Paragraph 34 and press release Notice 215/88).

This statement virtually summarised the confirmation presented in draft circular 36/88 (DES/WO 1988), issued under Clause 24(2) of the Act (1988c). Also included were the parameters inside which the LEA would be able to operate formally and, in so doing, create opportunities to be of assistance to schools. The "key areas where the LEA will have a vital function" (Paragraph 10) would be where it can: determine the total resources available to schools; decide the scope of delegation within the framework of the Act; establish the basis for allocating resources to individual schools; set out the conditions and requirements within which governing bodies must operate; monitor the performance of schools and give advice; or take corrective action if necessary.

Additionally, specific areas were listed: setting the tone of education, co-ordinating grant initiatives, professional advice and career development.

The Director drew attention (Education Committee minutes: 8.3.88) to the new environment likely to arise from the radical impact of the intended legislation upon the organisation and operation of the Education Service at all levels. Discussion was invited on the following strategic issues:

"What is to be the perceived new role of the LEA?"

"What committee structure will best serve its new purpose?"

"What new roles will its operational staff - manual, clerical, administrative, advisory - play?"

"What new relationships will emerge with other departments, educational institutions, and external agencies?"

"What training is required for the new strategy for elected members, administrators, advisers, teachers, headteachers, principals, governors and parents?"

"How should information on these changes be conveyed to all concerned?"

This showed a realistic appreciation of the elements of the progressive situation among which was a new relationship, created between the LEA and its maintained schools; the devolved autonomy was matched by changed channels and matrices of mutual accountability. Suggestions that decentralised administration could result in increased control had been based on the introduction of management information systems, availability of institution-related statistics and the

safeguarding of effectiveness. Levacic (1992) develops this through the concept of internal co-ordination featured in an 'internal market' organisation of which the Authority and its schools now would be an example: especially with Grant Maintained Status (GMS), also a component of the ERA (Chapter IV), becoming a practical, rival, albeit limited, reality. The hypothesis is translated into a school version of integration with 'coupling' of the separate entities of financial and curriculum management (Levacic 1993). First impressions could lead to an acceptance of the idea of 'co-operation' being associated with the co-ordination principle in an LEA arena; but as put forward by Gilbert (1993, 104), this is co-operation between schools, an alternative to 'isolationism' and 'individualism', to which the emerging inter-school competition can hardly be conducive.

If the model of co-ordination is applied, it could be argued that such circumstances demanded from the LEA, a demonstrable philosophy: consultation should be open and structured; progress could result from joint solutions to new demands; individual emergencies could be met with understanding. Thus co-ordination could be seen to embrace, rather than nullify, the deepening effect of supportive attitudes on both sides of the equation.

Only in its organised application would this idea be new. The Secretary of SHA (Wales) referred to something more than bureaucratic contacts in their comments (SHA Wales 1987) on the

consultative document: it was explained that:

"the Association believes in partnership - between LEA and governing body, LEA and headteacher and headteacher and governing body. Proposals contained in this paper would broadly serve to reinforce this principle of partnership and from that point of view they are warmly welcomed".

It had developed in West Glamorgan simultaneously with the transfer of responsibility since 1985 as indicated in foregoing chapters: it had been characterised by an emphasis on teamwork and personal guidance; it existed in an operational context and in the evolution of policy. The strength of the County situation was gained from approachability and constructive awareness of chief officers and sectional leaders, co-operation of working party personnel and a willingness by all concerned to appreciate that improvements could be made.

The existence of such intentions manifested itself in, for example, the original insistence on preparatory administrative developments, early introduction of technology, response to the need for procedural change, realistic application of funds in direct support of school administration in times of financial restraint, commitment to the inclusion of most schools in the face of alternative recommendations and the shared application of principles related to best provision for pupils in the classroom. The early gradual introduction of financial management proved to be a timely, appropriate preparation for the changes resulting from legislation in 1988.

CONCLUSION

Progress in the areas of development accompanying the coming of LMS, as outlined in Chapter 10, and constructive policies adopted by the LEA, are seen to have led to a situation dominated by a sense of success in the county generally and in LFM pilot schools and central offices in particular. As one of the purposes of the research preparatory to this dissertation, it was intended to assess the extent to which this was accomplished. Secondly, the intention was the detailed delineation of initial moves into LFM in all schools from both administrative and financial points of view, how changes were introduced and the philosophy associated with the methods adopted; indeed, to establish how devolution was managed and how, ultimately it became a prelude to LMS. The conclusion is: the confidence has been justified.

Principal findings include the significant degree to which further purposes of the exercise of writing this thesis have been met: first, the LFM pilot scheme has been assessed to a large extent through effective interview statements of participants made to the Education Consultant; second, the relay of recommendations and directives for change, as presented in national policy statements, into local realities has been traced; third, analysis of the ways in which the LEA has successfully achieved its aims in devolution have revealed the value of consultative processes, support for institutions

and a determination to move forward positively in delegation while recognising the need for judicious management of resources, in the face of financial restraint, in other parts of the education service.

The success of the original plan of the LEA owed much to its simplicity. With clear-cut objectives, the scene was set early in the initiation of change: dominated by the revision of the administrative structure with an overflow into schools and colleges. Innovation in this arena was facilitated by the effective pattern of planning groups under constructive leadership with executive powers which translated decisions into reality.

In consequence, when the LEA was invited to embark on the LMS journey, many of the results of preparation which would have had to be made were close to being in place: decisions on budgetary control, formula funding, phased introduction of budgets, inclusion of schools, adoption dates and Welsh Office receipt of the West Glamorgan submission itself.

The reduction of material to meet the criteria for completion of this academic study, on grounds of limited relevance to a particular theme, has precluded the fullness and completion of the scope of the original document, which was produced on a scale comparable to that of the accumulated material.

Certain factors have inhibited analytical research. The number of secondary schools selected for the pilot scheme,

though appropriate for that exercise, and the limited total number of schools in the sector as a whole, placed limitations on the scientific status of questionnaire techniques. Narrative methods of presentation necessarily related to subjective description, were supported by compilation of a record of activities; an action which it was hoped would be considered historically worthwhile. Contributions of involved personnel have attained a degree of objectivity which the researcher has been unable to separate from an underlying sense of history. Despite accommodating the researcher with an obvious desire to co-operate and acceptance of a heuristic approach, bureaucratic routine and the nature of repetitive procedures in administrative work have not been readily conducive to inquiry from outside sources.

Further investigation could logically concentrate on wider institutional management now in a sequential position in relation to the 1985/88 period studied. Decision-making and choice of priorities linked efficaciously to budget organisation, the accumulation of reserve funds and their realignment in mid-term and long-term planning, investment, marketing and entrepreneurial use of fixed assets could be scrutinised.

The structure of school administration has changed, at least to account for contributions from deputies, middle management and administrative officers - all subject to an individual style of headship. It could be profitable to establish how the

interests of heads of department, being crucially responsible for a particular subject at secondary level, have to be safeguarded in circumstances dominated by pastoral posts and the combination of subjects into faculties.

The shortfall in evaluation would almost certainly be remedied. The outcome could be a subject of research in more than one form of accountability: LEA-based to guarantee ultimate efficiency in delegated areas, to ensure conformity with its major policy statements, a sought-after provision of quality and the process of allocation; school-based to identify classroom usage of resources and recognition of needs, effective responsibility of participating parents and governors and the response of professionals to management training.

Finally, there is scope for a review of the relationship between central government and LEAs including how schools are affected thereby, an authoritative inspection of current ideologies for education and how LMS fits into them; now that its introduction has been achieved beyond the limited delegation of financial management which this thesis has sought to illustrate.

SUPPLIES AND SERVICES

The complexity of the roles of the separate parts of the Education Department is illustrated by the length of lists compiled for the allocation of duties to the staff of Supplies and Services. The opportunity is taken to include the full range in details as an introduction to the more generalised role specifications which follow in later chapters.

Prior to 1985, under sixty-two headings, all accounts for educational establishments were paid by this part of the central Department. They were allocated to the Senior Administrative Officer and the three teams (Sections A, B and C) into which the staff were divided.

AREAS COVERED BY THE ADMINISTRATIVE OFFICER

Capitation estimates
 Capitation and related matters
 Committees
 County supplies liaison
 Correspondence and signatory
 Initial grants
 Major equipment control

SECTIONS

Each section related to two of the six Districts which existed at the time and through the offices of which the section was responsible for a further ten aspects of administration.

Section A Districts 1 & 2	Section B Districts 3 & 4	Section C Districts 5 & 6
Senior Officer(A-SO)	Senior Officer(B-SO)	Admin. Officer(C-AO)
Clerical 4 (A-4)	Clerical 4 (B-4)	Clerical 4 (C-4)
Clerical 3 (A-3)	Clerical 3 (B-3)	Clerical 3 (C-3)
Clerical 1	Clerical 1	Clerical 1

Individual categories were assigned to one member of each section with responsibility under that heading for services to the establishments in the geographical area of the 2 districts.

Adult/Community	A-3	B-3	C-3
Correspondence	A-SO	B-SO	C-AO
Psychologists	A-3	B-3	C-3
Fire Equipment	A-3	B-3	C-3
Invoice Queries	A-4	B-4	C-4
Invoice Certification	A-SO	B-SO	C-AO
Orders Scrutiny	A-4	B-4	C-4
Teachers' Centre	A-3	B-3	C-3
Transport Accounts	A-3	B-3	C-3
Youth Service	A-3	B-3	C-3

COUNTY-WIDE ADMINISTRATION

Simultaneously, the same personnel dealt with the remaining forty-five headings throughout West Glamorgan -

Section A	Section B	Section C
Art Exhibition	A-3	
Cleaning	A-3	
Drama Equipment	A-4	
Fire Contingency	A-S0	
First Aid	A-4	
Furniture Funds	A-S0	
Gas Accounts	A-3	
Hazardous Chemicals	A-S0	
PE Equipment	A-3	
Rates/Rentals	A-4	
Revenue Estimates	A-S0	
Telephone Accounts	A-4	
Theft Contingency	A-S0	
Welsh Books	A-3	
Window Cleaning	A-3	
	Coal/Coke/Firewood	B-3
	Computer Education	B-3
	Contingency Funds	B-S0
	Craft Equipment	B-4
	Electricity Accounts	B-3
	Equipment Maintenance	B-4
	Inventory Books	B-4
	Matriculation	B-4
	Orders HQ	B-S0
	Outdoor Pursuits	B-4
	Protective Clothing	B-4
	Security	B-4
	Vehicle Insurance	B-4
	WJEC Accounts	B-3
	Advisory Teachers (H)	C-4
	Audio Visual	C-3
	Capital Expenditure	C-A0
	Community/Industry	C-A0
	Curriculum Development	C-3
	Gypsy Education	C-3
	Language Equipment	C-3
	Laundry	C-3
	Musical Instruments	C-3
	New Projects	C-A0
	Piano Tuning	C-4
	Radio/TV Licences	C-4
	Scientific Instruments	C-3
	Social Priority Fund	C-4
	Sundry Creditors	C-A0
	Water Accounts	C-3

H = for handicapped pupils

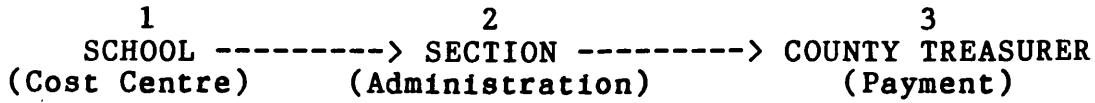
Notes:

The allocation of sectional responsibilities resulted in the division of ledgers in the central office into three groups to correspond to the three sections. They then dealt with relevant school invoices. School staff endorsed yellow stickers and attached them to the invoices which were forwarded to central office. Also, ledgers were kept in school.

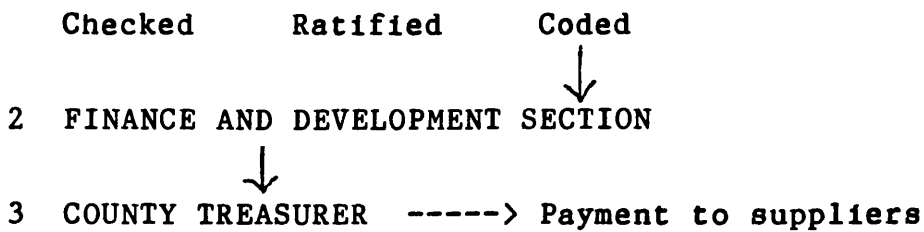
THE ROLE OF THE DEPARTMENT - TRAINING NOTES FOR HEADTEACHERS

- 1 REPORTS to committees - safeguarding the democratic process.
- 2 General SERVICING of schools and colleges within the five to sixteen statutory age range and in Further Education : administration of support services,
- 3 DISCRETIONARY provision - nursery education, special needs, the Advisory Service.
- 4 CONTRACTS for supplies, equipment and its maintenance, the economy of scale.
- 5 STATUTORY requirements translated into policy, its implementation and significance to schools - Acts of Parliament, Regulations, LEA Standing Orders.
- 6 The ADMINISTRATIVE PROCESS between the County Treasurer and educational establishments, grants and submissions, realistic budget totals.
- 7 As an EMPLOYER - pay, tax, superannuation, conditions of service, confirmation of appointments, dismissals, redeployment, appointment of Heads and Deputies, staff appraisal.
- 8 Support for GOVERNORS in their new position of delegated responsibilities.
- 9 As a LANDLORD - co-operation with the Property Services Department, Building Services, capital investment.
- 10 Monitoring ACCOUNTABILITY.

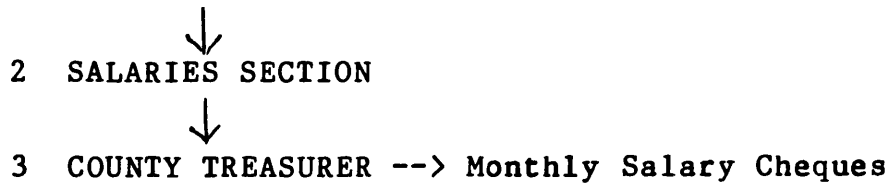
ADMINISTRATION PROCESS - THREE COMPONENTS



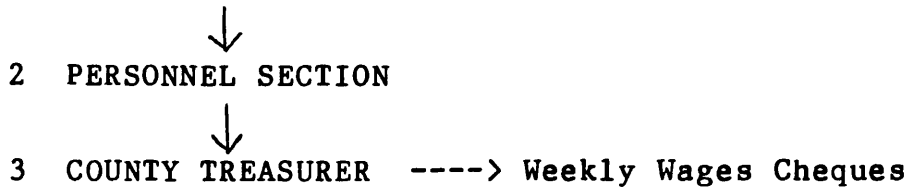
INVOICES 1 SCHOOL CLERICAL STAFF



ABSENCE RETURNS 1 TEACHERS IN SCHOOL



TIME SHEETS 1 CARETAKER, CLEANERS



FINANCE AND DEVELOPMENT SECTION - ALLOCATION OF DUTIES 1985

D - transferred from Districts
S - regular contact with schools

SECTION HEAD (SAO)

- 1 Overall co-ordination of the work of the Section in terms of the commitments to both finance and development.
- 2 A key responsibility for the preparation of Revenue Estimates and subsequent monitoring throughout the year.
- 3 DS Overseeing the allocation of capitation monies to schools and the Advisory Service.
- 4 Responsibility for prompt payment of accounts under all budget headings.
- 5 Liaison with the head of Technology on the application of new technology to finance and development functions.
- 6 Preparation for and servicing of the Finance, Staffing and General Purposes Sub-committee.
- 7 DS Answering telephone queries

DEPUTY SECTION HEAD (AO)

- 1 To deputise for the Section Head whenever necessary.
- 2 DS Link with County Supplies and act as the major source of departmental advice to schools and colleges on the purchase of books and equipment.
- 3 DS Advise establishments on the feasibility of leasing as an alternative to purchase.
- 4 A major responsibility for the preparation and continual updating of Capital Estimates.
- 5 D To assist, whenever necessary, the AEO Capital/Property on property matters.

ADMINISTRATIVE OFFICER (AO)

- 1 DS Co-ordination of work relating to home/school transport
- 2 DS Provision of guidance on the way schools, colleges and advisers organise transport for specific activities.
- 3 DS Co-ordinate work involved in processing and monitoring fuel, rates and rental accounts.

ADMINISTRATIVE ASSISTANT 1

- 1 D Maintaining necessary liaison between the Education Service and Building Services Department on a day-to-day basis.
- 2 DS Liaison as necessary with individual establishments on a range of building repair matters.
- 3 DS Assisting the AEO Capital/Property in undertaking liaison with District Councils regarding Joint User Playing Field Agreements.

ADMINISTRATIVE ASSISTANT 2

- 1 Responsibility for all the necessary preparation work relating to the Authority's submissions for recoupment pooling claims.
- 2 Co-ordination of returns for grants under the various types of specific grant such as Urban Aid, INSET, Education Support Grants, Careers Service Grants, Bilingual Grants and Grants to Voluntary Organisations.

ADMINISTRATIVE ASSISTANT 3

- 1 DS To share the control and monitoring of all payments in respect of coal, electricity, water, rates and rentals, as well as radio and TV licences.
- 2 DS Assist the Transport Officer in the County Engineer's Department on a range of transport matters.

CLERICAL OFFICER 1

- 1 DS To share the control and monitoring of all payments as AA 3 above.
- 2 DS Assist as with AA 3 above.

CLERICAL OFFICER 2

Responsibility for payment and monitoring under various ledger headings that include -

	Adult/Community		Teachers' Centres
	Art Exhibitions		Youth Service
	Psychologists	S	Craft Equipment
S	Drama Equipment	S	Contingency Funds
S	P.E. Equipment	S	Maintenance of Equipment
S	Outdoor Pursuits		Advisory Teacher
S	Audio Visual	S	Gypsy Education
S	Language Equipment	S	Laundry
	Musical Instruments	S	Scientific Instruments
	Sundry Ceditors		Repair Depot

CLERICAL OFFICER 3

- 1 All printing requests in the Education Department.
- 2 Assist the Deputy Section Head on capital ledgers.
- 3 Responsibility for Office Ordering

CLERICAL ASSISTANT 1

- 1 Assist the Administrative Officer on various grants.
- 2 Responsibility for travelling expenses.
- 3 Co-ordination of INSET expenses.

NOTES: THE FINANCE AND DEVELOPMENT SECTION

At the time of the study, the above ten posts had been filled without corresponding exactly to those published in October 1985. Forty-seven separate responsibilities were allocated, fifty per cent of which had been transferred from District Offices (D). Fifty-three per cent involved direct, regular, day-to-day contact with schools (S).

In August 1985, the Deputy Director had formulated a scheme of responsibilities under a provisional title: this was the basis of the posts listed in this Appendix. The two senior roles in the section are included here as a portion of a directive presented during the formative stage of re-organisation and as an example to illustrate how original plans, received from top management, can be developed - in this case by the Assistant Education Officer and the Section Head.

"Financial Administration Section

1 Section Head

- Overall co-ordination of the Section.
- Major responsibility for the preparation of Revenue Estimates and subsequent monitoring processes throughout the year.

2 Deputy Section Head

- Advice/guidance to schools/colleges on purchases and for liaison with the County Supplies Department.
- Major responsibility for the preparation and continuous updating of the Capital Estimates.

Over the next twelve months, I would expect that the work of Scale 5 must be focused upon the development work relating to virement of resources at institutional level in the context of devolution to Institutions."

PERSONNEL SECTION - ALLOCATION OF DUTIES 1985

SECTION HEAD (SAO)

- 1 Management of the Section.
- 2 Redundancy.
- 3 Premature Retirement.
- 4 Relief Staff policy.

DEPUTY SECTION HEAD (AO)

- 1 Teaching staff, with particular reference to Head Teacher, Deputy, Principal and Vice-Principal appointments.
- 2 Flexitime.
- 3 Car Parking.
- 4 Computer Development.
- 5 Teaching Staff referrals under D.E.S. sickness regulations.
- 6 Management of the Section.

ADMINISTRATIVE ASSISTANT 1

- 1 Caretaking and Cleaning.
- 2 Youth and Community.
- 3 Manpower Services Commission Schemes
- 4 Research and Development with reference to all categories of non-teaching staff.

ADMINISTRATIVE ASSISTANT 2

- 1 School Meals Staffing.
- 2 Staff Sickness.
- 3 Health and Safety.
- 4 Non-teaching Staff Training.

ADMINISTRATIVE ASSISTANT 3

- 1 Statistical Returns.
- 2 Non-teaching Advertising.
- 3 Day-to-day control of all central and centrally controlled non-teaching staff viz. special schools, outdoor centres, Central Office, Careers, Libraries.

CLERICAL ASSISTANT 1

- 1 Leave of Absence.
- 2 Maternity Leave.
- 3 Long term sickness cases - non-teaching.
- 4 Lodging and removal allowance.
- 5 Research and Development - School-based APT&C staff.

CLERICAL ASSISTANT 2

- 1 Teaching staff appointments, Unattached Teachers, Special Schools.
- 2 Miscellaneous appointments - Advisers, Craft Fellows Professional Assistants, etc..
- 3 Relief Teacher appointments - Special Schools, Outdoor Centres, Unattached Teachers.
- 4 Monitoring Absence Returns - Teaching Staff

CLERICAL ASSISTANT 3

- 1 Teaching advertisements.
- 2 Monitoring timesheets and absence returns for all staff other than teachers.
- 3 Foreign Assistants.
- 4 Accredited Representatives.
- 5 Annual Leave records - Central Office.
- 6 Sickness records - Central Office.
- 7 Statistical Returns.
- 8 Overtime Claims.
- 9 Long Service Awards.

CLERICAL ASSISTANT 4

- 1 Receptionist duties
- 2 Messenger duties
- 3 Filing and Photocopying
- 4 Despatch of Application Forms
- 5 Correspondence related to Accident Reports, speculative job seekers, etc..

NOTES: THE PERSONNEL SECTION

The Senior Administrative Officer in charge of the section had received from the Deputy Director a definition of the role of the section, as follows -

"...the section is responsible for all matters in the Education Service concerning personnel. In practical terms this means the provision of a comprehensive back up to senior staff in the Department who are carrying out the Personnel function for their respective areas."

This was an elaboration of the directive quoted in a previous chapter (Page 51) under the heading of 'Administration Restructuring'.

The functions of the section were then organised on a three-fold basis:

- 1 Advisory
 - 1.1 Conditions of Service
 - 1.2 Employment Legislation
 - 1.3 Health and Safety
- 2 Investigative
 - 2.1 Manning Levels
 - 2.2 Staff Sickness
 - 2.3 Operational Practices
- 3 Administrative
 - 3.1 Negotiation/Consultation with Unions
 - 3.2 Vacancy Advertising
 - 3.3 Planning and introducing reductions in Manpower levels
 - 3.4 Appointments of all staff other than those dealt with by governing bodies
 - 3.5 Day-to-day administration re. Central Office, Unattached Teachers, Careers, Library, Psychological and Advisory Services etc..
 - 3.6 Flexitime
 - 3.7 Manpower Services Commission Schemes
 - 3.8 Manpower Budget and Statistics
 - 3.9 Non-teaching Staff Training
 - 3.10 Foreign Assistants.

The full range of duties was allocated to staff (see this Appendix), but the development of teamwork was an essential part of sectional policy. This required each member of staff to undertake any of the listed duties as the necessity arose.

With the closure of the District Offices a filter mechanism for referred problems was lost. The District Education Officer had been the first point of contact for all personnel matters raised by teaching and non-teaching staff. In successive months after September 1985, the main impact was -

- (1) A large increase in enquiries from schools and other County establishments, by telephone, correspondence and personal appointment.
- (2) All section staff were available to accept calls from schools and clerical officers answered all routine enquiries, many of which were relayed to other sections.
- (3) For Governors and all employers, the section was a source of advice and counselling in response, on occasion, to complaints which had not been dealt with satisfactorily in the school situation.
- (4) All industrial relations, queries and complaints were now centralised on the section.

These arrangements did have two advantages: firstly, it was a mechanism at hand to exercise any control required to be applied to the Education Service generally; secondly, they made possible a uniformity of response which resulted in a consistency of approach beneficial to all employees.

TEACHERS' SALARIES SECTION : MAIN FUNCTIONS

MONTHLY

- 1 Return to Department of Education and Science for termination of contracted out employment.
- 2 Return to County Treasurer confirming correct codes.
- 3 Bank reconciliation of cheques drawn outside the computerised payroll and any repaid cheques - return to County Treasurer.
- 4 Balancing payrolls and return made to County Treasurer. This ensures that -

Total Gross Pay minus deductions (eg. income tax) equals Net amount on payroll. The total cost of the payroll for April 1985 was £4,331,722.12.

ANNUALLY

- 1 Calculation of enhanced years, pension and lump sums in respect of Teachers' Premature Retirement Scheme.
- 2 Implementation of Pay Awards.
- 3 Annual Increments.
- 4 Return of Teachers' Service Cards to the Department of Education and Science showing details of salary for the current year.
- 5 Return on National Insurance Contributions and Income Tax to the Department of Health and Social Security and the Inland Revenue.
- 6 Return on Teacher's Superannuation Contributions to the Department of Education and Science.
- 7 Preparation of estimates of Salary, National Insurance and Superannuation for each person paid during the current year and estimates for the following year.
- 8 Calculations of groupings for Special Schools and preparation of details in readiness for the Triennial Review.
- 9 Claims for Maternity Pay Rebates from the Department of Employment.

NOTES: THE TEACHERS' SALARIES SECTION

The Section Head presented a report to the Core Working Group on 7th May 1985. It was agreed that the detailed nature of the work undertaken by the section staff justified consideration of the introduction of further computerisation as soon as possible. The details of the major functions outlined in Appendix 8 are divided into monthly and annual tasks: each month the emphasis was on the functions of balancing and reporting - to the Department of Education and Science, and the County Treasurer; and on an annual basis, procedures dealing with major aspects of salary structure and national agreements were carried out. The size of the operation is appreciated when one observes the monthly total quoted.

The routine work of the section was dominated by three sources of pressure: firstly, preparation of the monthly payroll for all full-time teachers and lecturers; secondly, preparation of the monthly payroll for a variable number of daily and hourly paid employees, for example, part-time lecturers, relief teachers, youth and adult education staff; thirdly, as a considerable amount of information is held on each employee, the Section is used increasingly as a source of personal and statistical detail.

The sequence followed in the production of salary payments from the original appointment of a teacher is illustrated by the flow chart (this Appendix). At each stage the task demands a meticulous accuracy supplemented by a checking and appeals policy. Headteachers were not disappointed when the work of this section was not delegated to schools.

Copy of letter of Appointment & Application Form received from schools, Personnel Section or West Glamorgan Institute of Higher Education

Salary Assessment made in accordance with Burnham Report

Computerised payroll record created

Individual Record Sheet created and retained in Section

Personal File Initiated in Teachers' Salaries

Computer amendment forms are completed each month in respect of adjustments e.g. sickness, maternity pay, part-time fees, income tax codes and forwarded to

Computer Section, where payroll is produced

Completed Payroll is checked against Teachers' Record Sheet

Errors corrected by Teachers' Salaries

Cheques, payslips and Direct Credits are despatched by Cashiers Section to various Schools, Colleges and Home Addresses

Pay queries dealt with by Teachers' Salaries on pay days (22nd and last day of each month)

SCHOOLS PROFESSIONAL SUPPORT UNIT
ALLOCATION OF FUNCTIONS

SENIOR ADMINSTRATIVE OFFICER

- 1 Responsibility to the Assistant Director for the day-to-day management and co-ordination of the work of the clerical and administrative staff of the unit to provide effective support to the unit's professional officers.
- 2 Preparation of papers and follow-up to the Schools' Sub-committee.
- 3 Provision of information, preparation of reports and attendance as appropriate at meetings with other departments, the Standing Conference on Religious Education, Working Parties etc..
- 4 Administration of submissions for Section 21 grants and Education Support Grants etc..
- 5 Preparation and presentation of statistics and reports as appropriate to facilitate policy formulation and the preparation of reports on amalgamation, re-organisation etc..
- 6 Administration of all matters relating to the employment of Correspondent Clerks including acting as Correspondent Clerk for vacancies.
- 7 Oversight of School Governing Bodies.
- 8 Dealing with queries from headteachers and other senior staff in schools on administrative matters.
- 9 Receiving and initially processing routine complaints from parents, usually involving a breakdown in communication between parents and school.
- 10 Oversight of pupil suspensions across the County.
- 11 Any other such duties that may, from time to time, be allocated.

ADMINISTRATIVE OFFICER

- 1 Acting as deputy to the Senior Administrative Officer in the management of the work of the unit.
- 2 Servicing the Boarding Education Sub-committee.
- 3 Licensing of educational premises for public performances.
- 4 Preparation of papers and follow-up of Special Education items for the Community Services Sub-committee.
- 5 Responsibility for the administration of pupil matters within the unit.
- 6 Responsibility for premises matters.
- 7 Departmental librarian.
- 8 External examinations administration - subject panels, examination entries etc..
- 9 Any other duties as may, from time to time, be allocated.

SCALE 4

- 1 Arrangements for, and the servicing of, panel meetings, multi-disciplinary case conferences and inter-departmental meetings on the assessment and statementing of pupils.
- 2 Processing for the Assistant Education Officer draft statements for consideration and signature.
- 3 Servicing the Special Education Residential Panel.
- 4 Oversight of arrangements for the entry of pupils to residential special schools.
- 5 Continuing arrangements for pupils already placed at residential special schools, including parental queries, arranging escort and transport duties etc..
- 6 Record cards and report books.
- 7 Responsibility for indexing Education Committee reports.
- 8 Filing and updating 1981 Education Act pupil statements.
- 9 Any other duties as may, from time to time, be allocated.

SCALE 3

- 1 Collection and collation of birth certificates.
- 2 Filing, photocopying and general duties relating to the work of the unit.
- 3 Collating and checking Forms 7D and 7Z.
- 4 Grant aid to County schools sports associations.
- 5 Grant aid to school organised courses etc..
- 6 Schools list for internal directory.
- 7 Any other duties which may, from time to time, be allocated.

NOTES: THE SCHOOLS UNIT

With the specialised administration of finance, personnel and salaries organised in Sections, the operational work basic to locating and educating young people in school was largely undertaken by the Schools Unit. Appendix 9 is a copy of a draft scheme for four posts, of which only the designations were subsequently changed and to which the relevant responsibilities had been allocated.

The Unit co-ordinated the results of both the pre-1985 school clerical work and the delegated administration, excluding the developing financial autonomy. Thus a central focus was provided for converging lines of communication along which passed the means of achieving confirmation of obligatory practice and the safeguarding of the authenticity of school-based decision-making.

Specifically, this work included the oversight and limited servicing of governing bodies, administration of additional funding (in co-operation with the Finance and Development Section), premises-related records, provision for pupils with special needs, collation of statistics and direct contacts with parents and staff.

As a component of the central structure, the Schools Unit fulfilled a supportive role, the terms of which were encapsulated in the first duty allotted to the officer in charge:

"Responsibility to the Assistant Director for the day-to-day management and co-ordination of the work of the administrative and clerical staff of the unit to provide effective support to the unit's professional officers."

This confirmed the lines of responsibility to the two Assistant Education Officers (Primary and Secondary/Special and Welfare) and through these, as well as directly, to the Assistant Director (Schools); all of whom were participating actively in the management of preparation for delegation. The result was, within the role of the Unit, a considerable contribution to the production of data on procedures of which the handbooks were major examples. This applied particularly to the Professional Assistants who shared, also, secretarial duties in devolution working parties.

Also, the title under which the original document was published:

"Schools Professional Support Unit",

portrays its intended purpose.

Frequency of contact between unit members and the Assistant Director (Schools) varied with seniority and, after monitoring discussions over a four-week period, may be summarised as follows:-

Daily	-	Administrative Officer	
Weekly	-	Administrative Assistant	- 2 to 3 times
		Professional Assistants	
	-	Special Education	- 3 to 4 times
	-	Primary Education	- 3 to 4 times
	-	Secondary Education	- 1 to 2 times

Requests for research were confined to past policy decisions. Support was not developmental in a creative sense but took the form of routine tasks; evolving as part of the administrative structure rather than as personal, shared experiences.

The Professional Assistants will be directly responsible to Assistant Education Officers in their respective sectors but will be required to undertake work for other senior members of the Education Department as requested. Specific duties will include:-

PROFESSIONAL ASSISTANT (PRIMARY SCHOOLS)

- 1 Provision of support for all matters relating to primary schools staffing policy, statistics, preparation of reports and papers, organisation of meetings.
- 2 Acting as Secretary to Development meetings.
- 3 Acting as Secretary to Departmental working parties.
- 4 Clerk to Penllergaer Special School.
- 5 Co-ordination of Probationary year reports for teachers.
- 6 School Governing Bodies - policy and liaison with primary school Correspondent Clerks. Organisation of arrangements for Governor training.
- 7 Welsh Schools.

PROFESSIONAL ASSISTANT (SECONDARY SCHOOLS)

- 1 Provision of support for all matters relating to secondary schools staffing policy, statistics, preparation of reports and papers.
- 2 Acting as Secretary to Development meetings.
- 3 Acting as Secretary to Departmental working parties.
- 4 Clerk to Ysgol Hendre Special School.
- 5 1980 Education Act - Information for Parents Booklet, School Information Sheets, Preferred Placements, Appeals.
- 6 External examinations - policy, results, analysis.
- 7 Pupil profiles - W.J.E.C. Scheme.

PROFESSIONAL ASSISTANT (SPECIAL EDUCATION AND PUPIL WELFARE)

A SPECIAL EDUCATION

- 1 Attendance at and clerkship of Governing Bodies of Broadway House, Dyfatty, Briton Ferry, Maytree and Penybryn Special Schools. Co-ordination of follow-up work of those bodies.
- 2 Initial compilation of reports concerning special schools and units, and secretary to working parties on Special Education.
- 3 Special Education Development - Secretary to meetings.
- 4 Co-ordination of new school briefs for special schools
- 5 Assistance with closure and amalgamation reports.
- 6 Special Education statistics.
- 7 Acting with AEO as signing officer for statements.
- 8 Authorisation of ancillary support for mainstreaming of pupils.

B PUPIL WELFARE

- 1 Assistance with preparation of reports on Education Welfare Service.
- 2 Secretary to working parties on Education Welfare Service.
- 3 Attendance of certain meetings for the suspension of pupils (R2 in Handbook 1)
- 4 Attendance at Area Review Committees for Non-accidental Injuries in Childhood, pending appointment of County Welfare Officer.

C GENERAL

- 1 Requests for information and research.

NOTES: PROFESSIONAL ASSISTANTS

The above job descriptions reinforced aspects of the concept of upward referral of responsibility: they were prefaced in each case, for example, by the following directive

"The Professional Assistant (Primary) will be directly responsible to the Assistant Education Officer (Schools) but will be required to undertake work for other senior members of the Education Department as requested."

The teaching experience of the Professional Assistants enriched contributions to the work of the Unit including research-based submissions to senior officers.

ASSISTANT EDUCATION OFFICER (PRIMARY AND SECONDARY)

Specific responsibilities will include the following:-

- 1 The preparation of reports relating to the development of nursery, primary and secondary policies within the County and the implementation of these policies.
- 2 The preparation and implementation of school amalgamation and re-organisation proposals as appropriate.
- 3 In conjunction with the AEO (Revenue) the preparation and implementation of primary and secondary school teaching and teacher-support staff allocations.
- 4 Oversight of arrangements for the appointment, re-deployment, welfare and discipline of teaching and teacher-support staff in secondary, primary and nursery schools.
- 5 Involvement in the professional shortlisting and interviewing of candidates for Headships and Deputy Headships.
- 6 Oversight of primary and secondary school governing body arrangements, the attendance at such meetings as appropriate and the training and periodic briefing of Governing Body Clerks and of Governors.
- 7 Co-ordinating responses to parental requests for advice, or parental complaints, relating to primary and secondary education.
- 8 Maintaining close liaison with County Advisers to establish close and supportive professional administrative leadership for primary and secondary establishments in the County.
- 9 Co-ordinating general day-to-day managerial liaison between Central Office and primary and secondary establishments in the County.
- 10 Any other responsibility which may from time to time be specified by the Directorate.

ASSISTANT EDUCATION OFFICER (SPECIAL EDUCATION / PUPIL WELFARE)

Specific responsibilities will include the following:-

A SPECIAL NEEDS PROVISION

- 1 The development and implementation of policy for the education of pupils with special educational needs, with the progressive integration of such pupils in mainstream education.
- 2 Review of pupil numbers at special schools, classes and units; the appropriate grouping and resourcing of the schools, classes and units.
- 3 Chairing admission panels and overseeing admission arrangements.

- 4 Acting as 'signing officer' for statements under the 1981 Act and chairing assessment panel meetings as appropriate.
- 5 Administrative oversight of provision for pupils educated other than at school.
- 6 The review of teaching and teacher-support staff and oversight of the arrangements for the appointment, redeployment, welfare and discipline of these staff.
- 7 Maintaining close and effective liaison with the County Educational Psychologist in order to provide effective professional leadership for the special needs service in the County.

B PUPIL WELFARE

- 1 In conjunction with the Chief Education Welfare Officer the development of the role and policies of the County Education Welfare Service.
- 2 The development, implementation and review of County-wide policies relating to the welfare, discipline, suspension and non-attendance of pupils in maintained establishments.
- 3 Day-to-day matters relating to the exclusion, discipline and attendance of primary, secondary and special school pupils.
- 4 Liaison with the Social Services Department, Area Health Authority and other caring agencies, and in particular the development and co-ordination of joint initiatives in the areas of pupil welfare and special needs provision.

C ALLOCATIONS AND GENERAL

- 1 The allocation of pupils to, and transfer between, schools in the primary and secondary sectors, including matters relating to special education.
- 2 Co-ordinating responses to parental requests for advice, or parental complaints, relating to special education.
- 3 Ensuring compliance with legislative requirements by primary, secondary and special schools with regard to information to parents.
- 4 Oversight of Governing Bodies for Special Schools and attendance at meetings where appropriate.
- 5 General responsibility for the Authority's specialist centres.
- 6 Any other responsibility or task defined by the Directorate.

ASSISTANT EDUCATION OFFICER (REVENUE AND TECHNOLOGY)

A ESTIMATES OF REVENUE

- 1 To give guidance and provide oversight of the work of the various sections within Central Office (and, in particular the Financial Administration Section) in the preparation of the Annual Revenue Estimates of Expenditure for the Education Service.

- 2 To ensure that the presentation of such estimates is in an institutional format, with separate and specific estimates, at the least, for each school and college.
- 3 To institute appropriate and effective systems of monitoring patterns of revenue expenditure throughout each financial year.
- 4 To maintain close liaison with the County Treasurer's Department with a view to making full utilisation of available financial expertise and to minimise any duplication of effort between the respective departments.

B SPECIFIC SOURCES OF FUNDING FOR THE EDUCATION SERVICE

- 1 To give full attention to the various mechanisms whereby income is redistributed between Authorities and in particular, to ensure adequate preparation of estimates for recoupment and pooling.
- 2 To ensure that appropriate systems are instituted to ensure that full records are kept and full claims made to the Manpower Services Commission.
- 3 To seek out various sources of funding available to the Education Service and to offer advices as to the most effective ways in which to bid for such funds.
- 4 To be fully conversant with the various types of specific grants which are available and to ensure that all returns are submitted by the due dates.

C DEVOLUTION OF FINANCIAL RESPONSIBILITY TO SCHOOLS

- 1 To give immediate priority to the financial guidelines and patterns of virement necessary to facilitate institutional ability for enhanced decision -making.
- 2 To evaluate the present achievements of the PROWESS system (and the associated College based approaches) and to suggest further applications in this context.
- 3 To give consideration to a framework which will allow both the Authority and each individual institution to monitor, on a continuing basis, patterns of expenditure.

D TECHNOLOGICAL PROGRESS

- 1 To give consideration to the ordering of priorities and pacing of technological change in the various aspects of work within Central Office.
- 2 To maintain a continuing dialogue at institutional level to ensure that further progress is made in the harnessing of techology and, in particular, to give consideration as early as possible to an appropriate strategy vis-a-vis primary schools.
- 3 To make a major contribution to creating a climate of awareness receptive to technological change in the management functions of the service, and to keep abreast of changing approaches on the technological front.

E OTHER DUTIES

- 1 To be responsible for the various financial returns to be undertaken within the department.
- 2 To give critical consideration to any reports of the Audit Commission or of the District Audit Service and to tender advices to Directorate on the responses necessary within the Department.
- 3 In liaison with AEO (Primary and Secondary) to have a major involvement in primary and secondary school teaching staff allocations and in the co-ordination of Annual Staffing visits to individual secondary schools.
- 4 Where necessary and appropriate to prepare items for Committee reference and, as requested by the Directorate, to represent the Department at various meetings.
- 5 To be fully conversant with the Financial Regulations of the County Council and to tender advices to other officers as necessary.
- 6 Such other duties as from time to time may arise.

NOTES : ASSISTANT EDUCATION OFFICERS

The nodal position of the roles of officers at this level in the departmental structure (See Fig 5.1) is manifestly significant. Those principally relevant to the theme of this study are mentioned already as having close contacts with the Finance and Development Section and the Schools Unit, viz. -

Assistant Education Officer - Primary and Secondary
Assistant Education Officer - Special Education/Pupil Welfare
Assistant Education Officer - Revenue and Technology.

On 24th September 1985, an internal memorandum from the Deputy Director of Education was circulated to -

Assistant Directors	Heads of Sections/Units
AEO's	Chief Adviser
County Careers Officer	County Psychologist,

as follows :-

"Job Descriptions - AEO Posts

The enclosed job descriptions have been agreed with the respective AEO's and will give some indication of the balance of responsibilities within Central Office. Clearly, each and every Head of Section and Unit will need to pay due regard to the views, advices and instructions of the AEO's in fulfilling his/her role.

Additionally, it would seem essential for members of the Advisory Service to be familiar with the roles and responsibilities of the respective AEO's in order that appropriate dialogue may ensue."

Two Assistant Education Officers were to be responsible to the Assistant Director of Education (Schools) - one for the practical management of the nursery, primary and secondary sectors; and one for educational provision for pupils with special needs. The latter had responsibility, also, for developing and co-ordinating policies for pupil allocations and pupil support agencies, and with the County Advisory Service.

The Assistant Education Officer (Revenue/Technology) was responsible to the Deputy Director for the effective management of the range of tasks associated with construction, monitoring and updating of the Revenue Estimates and related patterns of expenditure for the Education Service, together with the progressive application of technological approaches to the administrative activities of the service both within County Hall and educational institutions. In fulfilling this role there would be a continuing need for close liaison with the County Treasurer's Department (See page 47). All officers at this fourth tier of management were instructed formally to pay due regard to the views of other members of the Directorate.

Actual direction to participate in work on devolution is discerned only in the role specification of the Revenue/Technology post (see Section C above). The intention of the Deputy Director to allocate involvement in development of devolution to a scale 5 post in what was originally called the Financial Administration Section (See page 54) was not recognised in the final version of the job descriptions of the Finance and Development Section. The contribution designated to this AEO post made it unique.

EDUCATION CONSULTANT

ROLE SPECIFICATION AGREED WITH THE DEPUTY DIRECTOR
2nd SEPTEMBER 1985

(1) CONSULTATION

1.1 to provide assistance in planning and problem-solving in the whole field of education provision in West Glamorgan;

1.2 to be available for consultation on any matter with individual LEA officers to complement their normal professional contribution;

1.3 to assist headteachers and principals, upon request, on any matter of appropriate significance to schools or colleges;

1.4 to participate in membership, upon invitation, of any ad hoc or standing committee set up for educational organisational purposes;

1.5 to initiate any matter or action, at a level of responsibility deemed appropriate, to be considered for inclusion in normal or developing administrative procedures;

1.6 to undertake work of a specific nature as requested by the Director or Deputy Director.

(2) EXTERNAL AGENCIES

To contribute to the maintenance of LEA contacts with particular reference to:-

Her Majesty's Inspectorate
The National Foundation of Educational Research
The Welsh Joint Education Committee
The National Development Centre

(3) PARTICIPATION

in planning and practice of:-

Staff Development
Management Training
Appointment of Secondary Headmasters

(4) MONITORING THE DEVOLUTION PROCESS

4.1 to survey queries and problems presented to, and solutions offered by, LEA staff;

4.2 to research the resource support offered to new institution-based administration;

4.3 to analyse each school/college situation in terms of published handbooks and other documentation;

4.4 to establish criteria on which evaluation could be based with reference to the aim and objectives of devolution.

(5) FACILITATING THE REORGANISATION OF ADMINISTRATION

5.1 The fullest possible liaison, and the development of mutual support, between the several sections and major departments of the Local Authority on the one hand and the schools and colleges on the other;

5.2 The development of understanding and appreciation of the nature and extent of devolved responsibilities;

5.3 to arrange to meet school and college management staff to discuss and clarify areas of difficulty and concern within published procedures and policy;

5.4 to assist in the co-ordination of those administrative functions which remain centrally based in terms of service and support to institutions;

5.5 to contribute where necessary, for the benefit of heads and principals, to the interpretation of those procedures which present difficulty but which are the subject of inviolate statutory and LEA directives;

5.6 to receive queries personally from schools and colleges and contribute to their solution;

5.7 to assist in the co-ordination and dissemination of solutions where appropriate and to recommend resultant procedural changes;

5.8 to contribute to the full flow of information to and from central office, to collate existing documentation and to explore the potential for rationalisation of procedures for the promotion of economy and efficiency.

EDUCATION CONSULTANT : A PHILOSOPHY

Extract from a report by the Education Consultant to Finance, Staffing and General Purposes Sub-Committee, 13th February 1986.

"Aim - to promote maximum efficiency and operational effectiveness in the management of available resources."

"Objectives -

(1) to transfer decision-making in administrative procedures wherever feasible to levels where educationally it would be most appropriate;

(2) to allow flexibility to meet explicit needs of individual pupils and institutions;

(3) to encourage commitment and confidence through involvement of institutional leadership in planning the application of the fullest possible range of financial support;

(4) to develop the capabilities of people in responsible positions to manage material, as well as human, resources;

(5) to enable institutional staff to assimilate, evaluate and consolidate information and procedures essential to the education service;

(6) to establish a pattern of administration centrally and in institutions, based on successful co-operation and mutual support.

Emergent concepts -

It will be important to appreciate the significance of, and to give due consideration to, certain aspects implicit in the new structure.

(1) The extended institutional roles will feature in training and appointment situations. Education Department administrative and technological developments will require a training response.

(2) There will be additional and more isolated responsibility for the full-time functioning and care of each institution as a whole.

(3) Accountability within the parameters of central and local government policy will remain and will be more acute in direct proportion to increased responsibility.

(4) The governing body will share in this: they will identify themselves with the needs of the school/college. The position of the chairman, having a close working relationship with head or principal, and a sympathetic affinity with the school/college and the community of its catchment area, will be crucial in a supportive role and will maintain strong relationships with the Local Education Authority.

(5) There is an advantage to the management teams in schools if the status of the APT & C Scale 5 post, based on known ability, is enhanced. The emphasis on administrative rather than clerical work can provide an executive contribution. In-post training would be rewarded.

(6) Rationalisation of documentation will be a feature of natural progress. An examination of the possibility of the extension of computerisation of major areas of information acquisition, storage and retrieval is recommended as a priority.

(7) Links between the authority at all levels and institutions will be vital to safeguard adequate standards of operating efficiency. Mechanisms for mutual support are needed.

(8) The enhanced operating function of the outer units is being balanced by a focal underpinning at the centre. This implies strong sections, clearly defined roles and a high level of co-ordination.

(9) As criteria for evaluation are established, they will be seen to be directly relevant to the aim of devolution: their application should indicate the extent to which that aim and associated objectives have been achieved.

(10) Responsibility has not been devolved to the heads/principals alone, neither should it be considered to be confined to senior staff. There are examples of organised consultation with staff sharing decision-making, and therefore ownership, under such headings as resources, curriculum, staff development and communication.

(11) Total virement is a concept in which it is easier to approach than arrive. An expansion from the capitation nucleus through an array of expenditure items to a broader school allocation has been possible. Two aspects have become significant: firstly, the pace and extent in primary and secondary schools will be different; secondly, as one moves into areas dependent on contributions from external agencies, services and suppliers, the administrative (and statutory) control of the Local Authority will need to continue to operate.

(12) Procedures within professional roles, technology and administration in departments other than Education (e.g. Property Services, County Treasurer), necessarily will have to respond to changing practical needs as institutions become more involved.

BASIC CONSOLIDATED SCHOOL ALLOWANCE 1985/86

SCHOOL	ALLOWANCE TOTAL £	ESTIMATED ROLL SEPT. 1985	PER CAPITA £
Bishop Gore	41,281	1,489	27.72
Bishop Vaughan	27,660	980	28.22
Bishopston	24,015	882	27.23
Cefn Hengoed	37,543	1,383	27.15
Cefn Saeson	22,030	822	26.80
Cwmtawe	51,934	1,791	29.00
Cwrt Sart	20,878	750	27.80
Cymer Afan	20,539	750	27.39
Dillwyn Llewelyn [1]	20,727	750	27.64
Dwr-y-felin	33,889	1,217	27.85
Dyffryn	31,466	996	31.59
Dynevor	23,089	750	30.79
Glanafan	22,928	791	28.99
Gowerton	42,904	1,409	30.45
Gwyr [2]	6,167	197	31.30
Llangatwg	30,334	1,117	27.16
Llansamlet	13,226	491	26.94
Morrison	29,578	1,015	29.14
Mynyddbach	29,016	998	29.07
Olchfa	53,335	1,899	28.09
Penlan	30,195	1,038	29.09
Pentrehafod	35,304	1,200	29.42
Penyrheol	31,289	1,077	29.05
Pontardulais [3]	21,745	750	28.99
Sandfields	25,667	860	29.85
St. Joseph's	23,852	750	31.80
Ystalyfera	27,642	966	28.61

Additional 'new school' grant - [1] £4,000
[2] £18,000
[3] £8,000

The totals are analysed in Appendix 38

BASIC CONSOLIDATED SCHOOL ALLOWANCE 1985/86

ANALYSIS OF TOTALS

SCHOOL	C O D E S						
	136	139	142	231	201	404	405
	£	£	£	£	£	£	£
Bishop Gore	1,644	760	850	470	34,174	2,583	800
Bishop Vaughan	1,168	500	560	345	22,452	1,935	700
Bishopston	796	450	500	320	19,404	1,845	700
Cefn Hengoed	1,610	705	785	445	31,210	2,088	700
Cefn Saeson	843	420	470	305	18,084	1,458	450
Cwmtawe	1,647	910	1,020	545	40,598	6,264	950
Cwrt Sart	791	370	420	280	16,500	1,917	600
Cymer Afan	957	280	330	235	16,500	1,737	500
Dillwyn Llewelyn	836	350	390	270	16,500	1,881	500
Dwr-y-felin	1,404	620	700	405	26,774	3,186	800
Dyffryn	974	500	570	350	22,604	5,643	825
Dynevor	1,110	325	360	260	17,184	3,150	700
Glanafan	903	400	460	295	18,086	2,034	750
Gowerton	1,691	715	800	450	34,482	5,616	1,150
Gwyr	273	100	115	150	4,334	945	250
Llangatwg	1,222	570	640	380	24,574	2,223	725
Llansamlet	389	250	280	220	10,802	1,035	250
Morrison	1,046	515	580	350	23,430	2,907	750
Mynyddbach	1,328	505	570	350	22,656	2,907	700
Olchfa	1,582	965	1,080	575	44,366	3,717	1,050
Penlan	1,456	530	590	360	23,616	2,943	700
Pentrehafod	908	605	685	400	27,356	4,530	840
Penyrheol	1,286	550	615	370	24,798	2,970	700
Pontardulais	725	365	410	280	16,500	3,015	450
Sandfields	1,843	435	500	315	19,524	2,250	800
St. Joseph's	841	375	420	285	17,500	3,681	750
Ystalyfera	1,149	490	550	340	22,432	1,881	800

136	Cleaning Materials
139	Toilet Requisites
142	Furniture
231	Cleaning and Domestic Equipment
201	Capitation
404	Telephones
405	Postage

RESPONSIBILITIES TO BE DEVOLVED TO EDUCATIONAL ESTABLISHMENTS

WITH EFFECT FROM FINANCIAL YEAR 1985/86

SECONDARY

Description of Fund	Expenditure Code	Formula/Basis of Allocation
Capitation	201	As at present - Number of pupils on roll x <u>per capita</u>
Cleaning Materials	136	Cleaning area of school x £13 per 100 sq. metres
Toilet Requisites etc.	139	$\frac{\text{County Expenditure}}{\text{Total No. of Pupils}} \times \text{School Roll}$
Furniture (including fluorescent tubes and light bulbs)	142	$\frac{\text{County Expenditure}}{\text{Total No. of Pupils}} \times \text{School Roll}$
Cleaning and Domestic Equipment	231	£100.00 per school plus 25p per pupil
Telephones	404	Actual expenditure in 1984/85 less 10%
Postages	405	$\frac{\text{County Expenditure}}{\text{Total No. of Pupils}} \times \text{School Roll}$

PRIMARY

Capitation	201	As at present - Number of pupils on roll x <u>per capita</u>
Cleaning Materials	136	Cleaning area x £13 per 100 sq. metres and £30 per N/N unit plus £80 minimum
Toilet Requisites etc.	139	$\frac{\text{County Expenditure}}{\text{Total No. of Pupils}} \times \text{School Roll}$

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