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"NO CHANGE IN A NEW ERA ?" :

The Impact of the Education Reform Act (1988) on the
Provision of Physical Education and Sport in State Schools

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ABSTRACT

FACULTY OF EDUCATION

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"NO CHANGE IN A NEW ERA?" :

The Impact of the Education reform Act (188) on the Provision
of Physical Education and Sport in State Schools

by Dawn Penney

This thesis reports on research that explored the impact of the Education Reform Act (ERA) (1988) on the provision of Physical Education (PE) and sport in state schools within one Local Education Authority (LEA) in England. Specifically, it highlights the complexity of the development and 'implementation' of the National Curriculum for Physical Education (NCPE) and addresses the issues of power and control in the policy process.

Chapter 1 outlines the policies within the ERA and the issues arising from them for the provision of PE and sport in schools. Chapters 2 and 3 detail the theoretical and methodological bases of the research respectively. The former centres on policy analysis in education and specifically, the conceptualisation of policy 'as a process'. The latter presents research 'as a process' and addresses the role of a qualitative and ethnographic approach, the integration of theoretical, methodological and empirical issues, and the utilisation of both quantitative and qualitative methods in facilitating the enquiry and understanding of the NCPE as both 'policy' and 'practice'.

Chapters 4, 5, 6 and 7 address the policy process at different 'levels' in the education system, describing and analysing the role that central government and the NCPE working group (chapter 4), the LEA (chapter 5), schools and the PE departments and teachers within them (chapters 6 & 7) played in determining the 'effects' of the ERA on the future provision of PE and sport in schools and specifically, what constituted a NCPE in 'policy' and 'practice'. These chapters provide a comprehensive account of the emergence of the NCPE and its interaction with, in particular, the introduction of Local Management of Schools. A variety of data illustrates that in many respects, the introduction of a NCPE signalled 'no change' in PE.

In chapter 8 a revised theoretical framework, centring on the interaction of *frames* (Lundgren, 1977; Bernstein, 1990) is presented as a basis for the development of further studies of education policy. In conclusion attention is drawn to methodological issues raised by the research and the need for further research to explore the implications of the observed absence of change in PE if a NCPE is to provide a 'broad and balanced' PE curriculum for *all* children.

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Abbreviations

AT(s)	Attainment target(s)
BAALPE	British Association of Advisers and Lecturers in Physical Education
BCPE	British Council of Physical Education
BISC	British Institute of Sports Coaches
CCPR	Central Council of Physical Recreation
CCT	Compulsory Competitive Tendering
CGIPE	County General Inspector for Physical Education
DES	Department of Education and Science
DOE	Department of the Environment
EofKS	End of key stage
ERA	Education Reform Act
FR	Final Report
GCSE	General Certificate of Secondary Education
GEST	Grants for Education Support and Training (see chapter 4)
GMS	Grant Maintained Status
HEA	Health Education Authority
HMI	Her Majesty's Inspectorate
HRE	Health Related Exercise
HRF	Health Related Fitness
INSET	In-Service Educational Training
IR	Interim Report
KS	Key stage
LEA	Local Education Authority
LMS	Local Management of Schools
NC	National Curriculum
NCC	National Curriculum Council
NCF	National Coaching Foundation
NCPE	National Curriculum for Physical Education
NDTA	National Dance Teachers Association
NSG	Non-Statutory Guidance
PE	Physical Education
PEA	Physical Education Association
POS	Programmes of Study

SCOPE	Standing Conference on Physical Education in Teacher Education
SEAC	Schools Examinations and Assessment Council
SOA	Statement of Attainment
SoS	Secretary of State
WG	Working Group
WO	Welsh Office

CHAPTER 1 : INTRODUCTION

This thesis reports on an investigation of the Education Reform Act (ERA) (1988) and its 'effects'¹ on the provision of Physical Education (PE) and sport (see below) in state schools in England and Wales. Specifically, it focuses on development and 'implementation'¹ of the National Curriculum for Physical Education (NCPE) and in so doing aims to provide an illustration and analysis of the policy process (see chapter 2). As we shall see, PE was a context¹ in which the effects of the ERA and the fulfilment of its stated aims began, and are set to remain, issues of debate, contestation and concern. This chapter outlines the major policies within the ERA and some of their anticipated implications for education and in particular the future provision of PE and sport in schools. It thereby provides an outline of the context in which this research emerged.

The ERA

The economic and industrial boom of the 1960s, followed by crisis in the 1970s with deindustrialization and mass unemployment, was paralleled by massive investment in education followed by widespread critique (Simon,1988). Politicians, industrialists and the media all at various times claimed that education was to blame for the industrial and economic crises the country faced (ibid,1988). Whether or not there was a crisis in education; and whether reform was necessary or desirable in educational terms, are matters of debate (ibid,1988). However, by 1986 the Conservative party had identified education as a key issue in their bid to secure Margaret Thatcher a third term as Prime Minister (Davies, Holland & Minhas,1990; Simon,1988). It was in this context that the ERA emerged; an unprecedented and comprehensive package of policy initiatives. The then Secretary of State for education, Mr.Baker, identified the ERA's three main aims as (a) improving the quality of education, (b) raising standards of achievement and (c) extending freedom of choice in education (Martin,1988). Below

I discuss the major policies incorporated in the ERA that were addressed in this research.

Local Management of Schools (LMS)

LMS made fundamental changes to the financial and management structure of education in England and Wales. By giving greater budgetary autonomy to schools and specifically their governing bodies, LMS was designed to make schools more accountable for their operations and thereby encourage more efficient use of resources. All Local Education Authorities (LEAs) were required to prepare and submit for approval to the Department of Education and Science (DES)*² "LMS schemes" in accordance with the guidelines set out in the ERA (see DES Circular No.7/88). These guidelines (which are discussed in chapter 5), stipulated that following the deduction of certain mandatory and discretionary exceptions, the LEA budget for education was to be allocated to individual schools via a process termed "**formula funding**". The key requirement guiding the design of an LEA's formula was that an average of at least 75% of the budget was to be allocated on the basis of the age and number of pupils (DES,1988). Formula funding thereby linked school finance directly to pupil intakes. In so doing it created a situation of competition between schools for pupils; for whilst in the past LEAs had been able to 'manage' the distribution of pupils between schools by determining maximum intakes annually, another policy within the ERA, Open Enrolment (see below), removed these powers. To maintain a certain level of income and indeed survive at all, schools would have to continue to attract pupils (Ball,1990a).

LMS addressed not only the way in which budget allocations were determined, but also the control of allocations to schools. LMS schemes also had to incorporate plans for '**delegated management**', making the management of the budgets

for all secondary and primary schools with 200 or more pupils the responsibility of the school governing body. The governing body was required to develop and implement a "management plan" with the headteacher, who would have responsibility for implementing this plan. It was anticipated that the headteacher would also manage the school budget (DES,1988). As Ball (1990a) observed, the organisational structure imposed by the ERA was very evident;

...that of governors as Board of Directors and headteacher as Chief Executive. Schools are to become businesses, run and managed like businesses with a primary focus on the profit and loss account.

(ibid,1990a,p.11)

Furthermore, the ERA presented schools with the opportunity to operate as 'independent' businesses. School governing bodies could vote for a ballot of parents to support their bid to 'opt out' of the LEA structure and attain **Grant-Maintained Status (GMS)**, financed directly from central government (Maclure,1989).

The introduction of delegated management had important implications for subject departments within schools. Within the limitations of the school budget, governing bodies and headteachers would now determine both the financial support for different departments and their level of staffing. Staffing is by far the biggest budget item in schools (see chapter 5) and financial concerns were expected to result in levels of staffing and appointments being scrutinised in economic terms. With the introduction of delegated management, salaries rather than qualifications and experience could become the criteria for judging a teacher's suitability for a post (Davies et al.,1990). Furthermore, in the contest for resources, including appointments, subjects would be in far from equal positions. The ERA could not remove the longstanding hierarchy of subjects in the school curriculum. As we will see, subject status was inevitably

influential in the allocations made. The fear for those subjects historically labelled as 'low status', which in many schools included PE, was that they would be left a slice of 'what was left' after allocations to those subjects accorded higher status (Ball 1990b). As I explain below, the structure and arrangements for the phased introduction of the National Curriculum (NC) reinforced the existing subject hierarchy and thus these concerns.

LMS also enabled schools to keep the income from use of their facilities outside of school hours. This reinforced a business orientation, encouraging 'efficiency' in the use of school facilities. Sports organisations identified school sports facilities as an obvious area for development. The Sports Council had been promoting the concept of "community use" or "dual use"*³ of school sports facilities for a number of years and many local authorities were already involved in jointly funded projects (Sports Council, 1988; Eastern Council for Sport & Recreation, 1989; Southern Council for Sport and Recreation, 1990; Sports Council (Southern Region), 1990; Sports Council (Eastern Region), 1990). These organisations clearly viewed the introduction of LMS as an opportunity to renew their attempts to develop community use schemes. A "factsheet" produced by the Sports Council (1990a) for school governors and headteachers highlighted the possibilities of generating income and improving the school image, and stated "The possibilities of exploiting the assets that are now managed by School Governors and Head Teachers in the interests of sport and recreation are considerable" (Sports Council, 1990a, p.6). The Sports Council added that it was

Prepared to back our commitment by cash grants for improvements in school sports facilities or to fund innovative ways of managing and supervising community sport and recreation in schools that have community use.

(ibid, 1990a, p.7)

The prospect of these developments had important implications

for both the training of PE teachers and their future jobs. 'Buying in' part-time coaches and instructors for specific lessons and activities could be seen as an "innovative", or 'more efficient' staffing arrangement than employing full-time PE specialists. Alternatively, PE teachers may be charged with new responsibilities and additional workloads. An increase in PE teachers' workloads, a new emphasis on management and sports development responsibilities, and a greater involvement of governing bodies of sport, sports coaches and local authority sports development officers in schools, were all identified as possible developments arising from the ERA (Knight,1989; Sports Council,1990a; Sports Council (Eastern Region),1990; Sports Council (London & South East),1989).

Furthermore, despite the much publicised aims of 'partnership' in community and dual use developments, past experience had demonstrated that there could be conflict between school and 'community' and that there would be no guarantee that so called 'community' activities would cater for the pupil population (Gott,1983). With the introduction of LMS, schools had to decide if they could still afford pupils' 'free' use of facilities, or whether they would instead give preference to 'community users' whose activities would bring additional funds to the school. As we will see, other clauses of the ERA also reinforced fears that extra-curricular PE*⁴, if it survived at all, could in future have a charge attached.

Open Enrolment

Open Enrolment stipulated that schools must now accept pupils up to their intake in 1979, when intakes for all schools were at a peak (Simon,1988; Maclure,1989). The government claimed that this would provide greater parental choice and raise standards in education, as schools would now have to be seen to meet parents' expectations if they were to continue to

attract pupils (Maclure,1989). However, as Simon (1988) and many others since (Maclure,1989; Ball,1990a; Bowe & Ball with Gold, 1992) have observed, this policy was likely to lead to differentiation between schools in terms of their popularity. Those deemed 'unpopular' may ultimately be forced to close; 'choice' would therefore actually be reduced. In his critique of the objectives of the ERA, Ball (1990a) identified such closures as both the government intention and an essential feature of the "education market" it was seeking to create;

... clearly the DES are expecting that some schools will not survive in the market place. In effect 'the weak will go to the wall', some schools will lose numbers to the extent that they will no longer be viable and will close.... By seeking out inefficiency, by responding to large scale movements of fashion and taste, by following the lead of advertising and hype, the market will eliminate the unpopular choices.

(Ball,1990a,p.9)

In the introduction of Open Enrolment, the long term effects of the removal of LEA powers to regulate pupil intakes and thereby plan adequate and appropriate levels of staffing, were either overlooked, or ignored. "The unexplored, unrevealed assumption in all this is that business methods are the best ways, the most appropriate ways to plan and deliver education" (Ball,1990a,p.11). Ball (1990a) predicted that with the introduction of open enrolment almost all schools would, in the short-term, look for ways of maximising their intakes and thereby their income. Essentially schools would have to 'market' the 'service' they offered (ibid,1990a). The introduction of national tests (see below) provided parents with "... a simple and crude but direct point of comparison between schools" (ibid,1990a,p.11) in this process. However, examination results were unlikely to be the only "selling point" for schools; "The solution for some schools in highly competitive environments will be some kind of niche-marketing" (ibid,1990a,p.16). Both the facilities available for PE and achievements in school sport

could be attractive in these terms. Extra-curricular PE, in particular, may take on a new importance. However, "Marketing may even extend into the area of curriculum planning ..."
(Ball,1990a,p.16). Knight (1989) foresaw the scenario in PE, with "... staff laying more stress on out-of-school activities, achievements against other schools, and presentation - even to detail such as styling of PE kit"
(ibid,1989,p.19). Ball and his colleagues' research (see Bowe et al,1992) has since confirmed that certainly in some schools financial planning is superseding educational planning, and that this is reflected in their decision-making (Ball,1990a,p.10). As we will see, this research lent support to that view and illustrated its implications for the provision of PE and sport in schools (see chapter 6).

Charging for Activities

Guidelines relating to charging for activities specified that all forms of education provided out of school hours, which included the midday break, and not provided to fulfil the requirements of the National Curriculum (see below), were defined as "optional extras" that could be charged for (DES, 1989a). This would obviously include many activities that comprise extra-curricular PE. In addition, LEAs and schools could ask parents for "**voluntary contributions**" for any activities organised by the school, during or outside school hours (DES,1989a). As we will see the ability or willingness of parents to make such contributions was an important consideration in curriculum planning in PE.

The introduction of LMS together with the other aspects of the ERA discussed above, signalled that curriculum planning in schools would increasingly be determined more by economic considerations than educational values. Certain activities currently included in the PE curriculum demanding, for example, transport, the use of off-site facilities or external sports coaches may be viewed as luxuries schools

could ill afford to finance themselves. It was anticipated that the provision of Outdoor Education*⁵ and swimming would be particularly likely to feel the effects of these pressures, with schools unable to meet the costs involved in their provision and LEAs also finding it increasingly difficult to maintain Outdoor Education Centres (Sports Council for Wales, 1989a; Sports Council, 1990a). Knight (1989) went further, predicting that the "...existing scrutiny of expenditure on equipment and learning resources will be extended to the costs of the department's premises and manpower" (ibid, 1989, p.19). This picture of PE 'post-ERA' contrasted sharply with the stated aims of the ERA (see above) and the stated principle underlying the **National Curriculum**; the entitlement of *all* pupils to a "broad and balanced" curriculum (DES, 1989b).

The National Curriculum (NC)

With the introduction of the NC all state schools in England and Wales would be required to provide all pupils with a basic curriculum that comprised **core** (english, maths and science) and **foundation** (technology, history, geography, art, music, physical education and a modern foreign language) subjects (DES, 1989b). The ERA defined the content of each subject area in terms of "Attainment Targets" (ATs) and "Programmes of Study" (POS) relating to four **key stages***⁶ that the NC identified as the new nomenclature for school years. The DES explained

Attainment targets cover the range of knowledge, skills and understanding that pupils should be expected and helped to master as they progress through school. The targets themselves offer general objectives, setting out areas within which pupils will need to develop their attainments.... the Orders will also contain **statements of attainment** which are much more precise and describe each of up to ten **levels of attainment** The **programmes of study** will set out the essential matters, skills and processes which need to be covered by pupils at each stage of their

education...

(DES,1989b,3.11-3.12)

The NC also detailed **assessment arrangements** that all schools were required to adopt. These involved "...formal assessment and reporting at the end of a key stage, in terms of the levels of attainment a pupil has reached" (DES,1989b, 3.18) This structure, it was claimed, would ensure that certain standards would be met in provision (DES,1989b).

The NC therefore took a particular form and content, emphasising subject divisions and thus strong classification (Bernstein,1971; see chapter 2). Simon (1988) viewed the NC as thereby fulfilling the government's intention to "... destroy the evolving unified curriculum" (Simon,1988,p.118). Others (Davies et al,1990; Ball,1990b) similarly viewed the structure and content of the NC as a retrograde step, likening it to curricula of the grammar schools of the early twentieth century.

As we will see, whilst the content of the NC imposed strong classification, the arrangements for its design and 'implementation' implied the introduction of a curriculum that had equally strong framing (Bernstein 1971; see chapter 2). Teachers were clearly defined as receivers of a curriculum that was designed by others. To this end the ERA created two new organisations for the development and implementation of the NC and its accompanying assessment arrangements; the National Curriculum Council (NCC) and Schools Examinations and Assessment Council (SEAC). The NCC was to advise the Secretary of State (SoS) on the structure of the whole curriculum, and in conjunction with subject working groups (see chapter 4), recommend ATs and POS for the NC subjects. SEAC was responsible for advising on assessment arrangements (DES,1989b). The NCC, SEAC and the working groups were comprised of individuals appointed by the SoS.

Both LEAs and many teachers regarded the NC as an imposition which left them very little scope to influence its development (Simon,1988). Whilst teachers supported the concept of a common core curriculum, they were offended by the fact that the key individuals designing this would be the SoS and civil servants. Some educationalists also contested the degree of prescription imposed by the structure of the NC, arguing that "... if generally accepted 'guidelines' covering the curriculum were to be offered, these must be *guidelines* and not precisely defined 'programmes of study'..." (Simon,1988,p.108). In this view the 'standardised' definition of each subject in terms of POS, ATs and accompanying assessment would restrict if not remove possibilities for curriculum development (Davies et al,1990), and the increasing focus on assessment as a measure of a school's performance would create pressures for teachers to "...teach to the test..." (Simon,1988,p.128; Maclure,1989). In Davies et al's (1990) view, the assessment and testing requirements of the NC were the key to future control of the curriculum. Testing at ages 7, 11, 14 and 16 years would ensure "...that the latest version of a national curriculum is far more regulatory and restrictive than anything state education has experienced before" (Davies et al.,1990,p.18).

Davies et al (1990) also consider what was omitted from the NC and draw particular attention to the absence of equal opportunities issues in statements of attainment and programmes of study. In their view the identification of equal opportunities issues as 'only' a cross-curricular dimension (see NCC,1990) undermined both their importance and chances of being a central feature of learning; "... with the emphasis on more rigid subject boundaries...there will be a tendency to 'pigeon-hole' cross-curricular dimensions in particular subject slots..." (Davies et al.,1990,p.23). From this perspective the NC fails to embrace the concept of "curricular justice" (Connell,1992); it does not "... embody the interests and perspectives of the least advantaged"

(Connell,1992,p.139, my emphasis). Whilst not the central focus of the enquiry, the issues of equity and equality are addressed in this thesis. In subsequent chapters I highlight the expression of these issues in the NCPE as both 'policy' and 'practice'*¹.

As a foundation subject, PE would have to be included in the curriculum of all schools. Furthermore, with the introduction of the NCPE all schools would need to review their current provision and ensure that this met the statutory requirements. This sounded a very positive development for the subject and appeared to offer PE 'protection' from the perceived 'threats' posed by the other aspects of the ERA. However, far from offering security, the NC as a whole, and the NCPE itself, both appeared to cast further doubts on the level and nature of the future provision of PE in schools.

Differences in subject status were evident in the distinction between 'core' and 'foundation' subjects, and these were reinforced by the timetable specified for the introduction of NC subjects in schools. Implementation of the NC for the core subjects commenced in September 1989, to be followed by the introduction of the NC for design and technology in 1990, geography and history in 1991, modern languages, music, art and physical education in 1992 (DES,1989b). The 'traditional' hierarchy of curriculum subjects and the low status historically accorded to PE were thus very apparent within the NC. Increasingly it appeared that the position of PE in the curriculum was not as secure as its identification as a foundation subject had first implied. Critically, the NC left in doubt the timetable time that would be available for 'delivery' of the NCPE. The ERA stipulated that the NC could not prescribe the timetable time that was to be allocated to individual subjects (DES,1989b). Rather, it was stated that the ATs and POS would "... reflect general assumptions about the amount of time appropriate for the core and other foundation subjects in the curriculum..." (DES,1989b,4.3).

Time allocations for different subjects in the curriculum, and the time required to fulfil the POS would inevitably be disputed issues. From the outset of the 'implementation' of the NC it was apparent that timetabling was highly problematic (Graham with Tytler,1993). Schools reported that the NC was putting a strain on their timetables (Davies et al.,1990) and sport providers and physical educationalists*⁷ alike expressed concern over the time that would be devoted to PE in schools (Sports Council for Wales,1989a; Murdoch,1989). As we will see, the time that would 'be left' for PE was a concern repeatedly raised during the development of the NCPE (see chapter 4) and the fears that priority would be given to those subjects 'ahead' of PE in the implementation process were justified (see chapters 6 & 7).

Far from offering the subject a secure future, the NC thus seemed set to reinforce the low status so often accorded to PE in schools. The 'dangers' were very apparent, the optimism a little 'forced';

Currently the position of Physical Education within the structure and planning of the National Curriculum could be viewed negatively in that PE, by coming at the end of the process, may be disadvantaged vis a vis other subjects. The danger is that it will have to take what is left when the human and financial resources have been assigned. Alternatively, by adopting a more positive stance PE may be at an advantage in that it can learn from the mistakes and experiences of other subjects. Equally, there is no doubt that the National Curriculum will change.

(Wragg,1989,p.5)

In later chapters I address the stance adopted by PE teachers during the development of the NCPE, the impact of the experiences of subjects 'ahead' of PE in the implementation process, and the significance of changes in the NC. I also reflect on the degree to which PE teachers heeded Wragg's (1989) advice that urgent action was needed with respect to curriculum planning and the development of a "resource

strategy" for the NCPE.

The National Curriculum for Physical Education (NCPE)

Far from escaping the recent critique of education, in the past decade PE has at times been targeted and "...used to signify all else that was wrong with State secondary educational provision..." (Evans,1990,p.159). Prior to the ERA claims were repeatedly made that competitive team games were in a state of demise and PE was failing to equip pupils with the attitudes and skills that were putatively the key to both the country's international standing in sport and its economic future (ibid,1990; Kaye,1990). The ERA and specifically the development of the NCPE reopened longstanding debates concerning the place of PE in the school curriculum and what should constitute PE in schools.

With respect to the latter, the 'PE-sport divide' (see below) was a focus for attention and as we will see, the status and place of competitive sport in the PE curriculum was a contentious issue in the development of the NCPE (see chapter 4). Prior to the development of the NCPE the Sports Council for Wales (1989a) warned of a likely decrease in the time that would be devoted to sport within the PE curriculum, and advised Governing Bodies of Sport that "...some traditional team sports may for the first time be under threat as departments review their previous practices and amend curriculum content" (Sports Council for Wales,1989b,p.9). Similar concerns were reiterated by the Sports Council (1990a). It was feared that sport would be displaced as the dominant component in the PE curriculum if the recent emphasis given to Health Related Fitness (HRF) (see Kirk,1986; Evans,1990) was expressed in the NCPE (Sports Council for Wales,1989a). However, whilst the Sports Council for Wales regarded a greater emphasis on HRF as a "narrowing" of the curriculum and therefore a matter of concern, some 'educationalists'*⁷ welcomed the prospect of less time being

devoted to sport in the PE curriculum (McConachie-Smith, 1990).

At this stage I should address the distinction between the terms 'sport' and 'physical education'. Whilst 'sport' generally refers to and focuses on specific activities, 'physical education' focuses on the child involved in the activity and their personal development. Thus "Sport is a very important aspect of the physical education curriculum but it is important to realise that physical education is much more than sport" (Beck, 1990, p.356). In this thesis I talk of "PE and sport" to draw attention to this distinction. In subsequent chapters I address the emphasis of the NCPE in both 'policy' and 'practice' in relation to this issue. As the concerns above illustrate, the absence of homogeneity in opinions about what should constitute a NCPE was very apparent. In this context the development of a NCPE was destined to involve contestation and struggle. In chapter 4 I discuss the nature of that struggle in some detail.

The Context of the Research

In 1990 the NCPE was being developed and implementation in schools was due to commence in September 1992. The introduction of LMS was well underway. At this time it was unclear whether in the context of PE the effects of the ERA would be those intended, and if not, what they would be and how they would be determined. The opportunity existed to monitor and analyse the effects as they emerged. Essentially, this was my 'brief' when (in November 1990) I took up a research scholarship in the Department of Physical Education at the University of Southampton. A research proposal for a project entitled "The Impact of the Education Reform Act (1988) on the Provision of PE and Sport in the 5-16 Curriculum of State Schools" written by Dr. John Evans provided the starting point and framework for my study (see Appendix A). In chapter 3 I discuss this outline and draw

attention to its implications for my research methodology and design.

Policy Research

The uncertainties surrounding the implementation of the NCPE and possible effects of the ERA on future provision of PE and sport in schools reflected the present lack of understanding of what factors, and who, are critical in determining both 'policy' and 'practice' in schools. The timing of the research enabled me to confront these issues and explore the "dynamic" of policy formation (Salter and Tapper, 1981). It was felt that the study would therefore not only provide a unique level of detail on the impact of ERA on PE, but also make an important contribution to the understanding of policy 'making' and 'implementation'. The research had the potential to contribute to both debates in PE and to the developing field of policy research in the sociology of education. In the following chapter I outline recent theoretical developments in this field.

Conclusion

In this chapter I have discussed several different policies within the ERA and pointed to the ways in which the 'practice' arising in schools was expected to reflect overlap and inter-relationships between policies. For example, the position of curriculum subjects in the phased implementation of the NC could influence budget allocations occurring under LMS. In commencing this research I therefore recognised like others (Ball, 1990a; Davies et al., 1990) that the different components of the ERA could not be viewed in isolation from one another. As Ball (1990a) noted, the ERA

... tends to be interpreted and responded to as bits and pieces. But it is not in its conception or its purpose a 'bits and pieces' Act. Embedded in the various clauses, provisions and requirements, particularly those aimed at schools, there is a

sophisticated and powerful set of political values and economic theories.

(Ball,1990a,p.1)

In chapter 2 I contend that an investigation of the NCPE needed to accommodate not only the other policies within the ERA have on schools and 'classrooms'*⁸, but also the influences of other sites within and outside the education system. My view was that the NCPE would not in any way be 'simply' 'put into practice'. 'Implementation' would not be a straight-forward act involving schools alone, but a complex process that potentially involved a multitude of organisations, individuals, and other policies (see chapter 2). As we will see in chapter 5, despite its 'reduced' role, the policies and actions of the LEA and its officers can not be ignored in such an analysis. This research showed that their "strategic role" (DES,1988) (and specifically the design of the LEA's LMS scheme) has important implications for the resourcing of PE and sport in schools and thus their ability to 'implement' the NCPE. Additionally, I acknowledged that organisations and individuals outside of the education sector play a part in the policy process (see chapter 2). As schools faced the ERA, local authorities were introducing Compulsory Competitive Tendering (CCT), requiring them to place the management of many of their services and facilities, including recreation and leisure facilities, 'out to tender'. This allowed the authority and private companies to submit 'bids' for the management of these facilities. With the introduction of CCT local authority recreation departments and individual centre managers were expected to face similar financial pressures to schools, and be forced to address the economic 'efficiency' of their staffing levels and pricing policies. It was feared that these pressures would see reductions in the subsidisation of school use of facilities (Sports Council (London & South East),1989). As we will see, this research showed that certainly at the time of the study, other issues were largely determining and in some

cases restricting schools' use of off-site facilities for PE (see chapter 6).

As I discuss in chapter 3, my views and commitments in this research raised important methodological issues and posed challenges that extended to the reporting and the writing of this thesis. Throughout the thesis I stress the complexity of the process being explored and the research 'act' itself. The structure of the thesis is designed to highlight and accommodate that complexity and in particular the inter-relationships between theorising, research design and empirical findings (see chapter 3). With the exception of the following two chapters (which are concerned with the theoretical and methodological bases of the research respectively) the discussion of theory, methodological issues, data and relevant literature is deliberately integrated. Like the research itself, the thesis attempts to trace and analyse the impact of the ERA on both 'policy' and 'practice' relating to the future provision of PE and sport in schools.

Endnotes

*¹ In this chapter several concepts are used unproblematically in the text. In the following chapter I explicitly address the conceptualisation of 'policy', 'practice', policy 'implementation', 'effects', 'context' and other terms invariably used in policy analyses and central to my enquiry.

*² The DES has since been superseded by the formation of the Department for Education (DFE).

*³ 'Community' or 'dual' use refers to the use of school facilities by 'external' agencies or individuals, including for example, local sports clubs, on the basis of a hiring arrangement.

*⁴ In this thesis "in-curricular PE" refers to PE and sport that is provided during the school day (excluding lunch breaks) and/or as part of the NC. "Extra-curricular PE" refers to PE and sport provided by schools outside of normal school hours (including lunch breaks) and that is not part of the NC. Extra-curricular PE activities are thereby defined by the ERA as "optional extras".

*⁵ 'Outdoor Education' is a term used in this thesis to include activities that may be referred to as 'outdoor adventurous activities' and outdoor 'pursuits'.

*⁶ In the National Curriculum schooling years are defined in relation to age of pupils as follows :

Age 5 or under: Reception (R); Ages 5-7: Years 1 and 2; Ages 7-11: Years 3-6; Ages 11-14: Years 7-9; Ages 14-16: Years 10 and 11

Key stage 1 includes pupils in years R,1 and 2; key stage 2 those in years 3 -6; key stage 3 years 7-9 and key stage 4 years 10 and 11. (DES,1989b).

*⁷ 'Educationalists' and 'physical educationalists' are recognised as generalised and problematic terms, implying a false homogeneity amongst individuals involved in education and PE respectively. In both fields there are many and conflicting discourses, to which attention is drawn later in this thesis.

*⁸ In this thesis 'classroom' refers to the immediate context in which a lesson occurs. It therefore encompasses the playing fields, gymnasium or other facilities that may be the site of PE lessons.

CHAPTER 2 : POLICY AS A PROCESS

This chapter outlines the emergence of the key theoretical concepts that guided the analysis and further development of the research. Only brief references are made to empirical data. Subsequent chapters provide a detailed examination of data with direct reference to the ideas, issues and concepts I discuss below. I hope that this format will allow the links between data and theoretical analysis to be illustrated without clouding the presentation of concepts with data (Wolcott,1990). As I explain in the following chapter, writing was an ongoing activity throughout the research. Significantly, it was crucial in aiding the development of the concepts I discuss below. A difficulty I have faced in presenting this thesis is that the act of writing has prompted further development of my theorising of the policy process. The framework that provided the basis for my research and writing has arguably now been superseded. In chapter 8 I therefore critically readdress the framework described below and discuss its refinement in the light of my research and writing.

Initial Theorising

My first endeavour to theorise the effects of the ERA on the provision of PE and sport in schools focused on the underlying relationship between what I termed the 'content' and 'context' of provision. 'Content' referred to the level and nature of PE provided in schools; 'context' to the 'environment' in which the provision occurred. The latter focused on the school setting and specifically the resourcing of PE within schools. Levels of resourcing were recognised as having an important influence on the 'content' of PE. My interest was in pursuing how existing levels of resourcing and changes in these arising from the ERA would influence future provision of PE and sport and specifically the implementation of the NCEP in different schools. Figure 1 below illustrates my initial attempts to identify the issues involved in this relationship.

ERA; CCT*; Sports Council & GBofSp*
 (LMS) (NC) policies & strategies

--- i n f u e n c i n g --->

ACTIVITIES; FACILITIES; TIME; STAFFING; FINANCE

(on/off-site) (& training)

- (c o m m u n i t y u s e) -

--- i n f l u e n c i n g --->

**THE LEVEL AND NATURE OF PROVISION
 OF PE AND SPORT IN SCHOOLS**

(In-Curricular & Extra-Curricular Programmes)

* CCT : Compulsory Competitive Tendering (see chapter 1)
 GBofSp. : Governing Bodies of Sport

Figure 1 : The Impact of the ERA on the Provision of Physical Education and Sport in the 5-16 Curriculum of State Schools : A Preliminary Analysis

(derived from Penney & Evans, 1991a)

This model aimed to clarify

(i) the policies within the ERA and other policies and interests at a national 'level' (see below) that were expected to be

influential in the future provision of PE and sport in schools;

- (ii) the sites from which these policies arose;
- (iii) the factors within schools that have a fundamental influence on provision and that these policies and interests were expected to effect; and
- (iv) the distinction within the provision of PE and sport in schools of in- and extra-curricular provision (see chapter 1).

Community use (see chapter 1) was identified as an area in which developments may have implications for all aspects of resourcing and the activities provided for school children. Figure 1 thus helped to define 'context' in the school setting.

However, the picture presented by this model was one of two distinct levels; the national and institutional. To some extent the model highlighted the 'gap' in the sociology of education between 'micro' and 'macro' levels of investigation (see chapter 3). Critically it failed to provide any insight into how the changes at a national level would 'produce' the anticipated changes in different aspects of resourcing in schools. Arguably, it also reinforced the view of policy 'making' and 'implementation' that portrays these as distinct phenomena occurring at separate sites (see below). In contrast, the model presented in figure 2 below anticipated that the process of policy 'implementation' would incorporate multiple sites and that investigations confined to only the school site were therefore likely to give rise to explanations of the 'policy process' which were partial or incomplete (Lutz, 1986). In my view many sites would be directly and indirectly involved in the 'implementation' of the NCPE and the statutory orders (see chapter 4) would be adapted, contested and contended before being 'put into practice' in schools.

There is a general absence of research in PE that has looked beyond the effects of policy in terms of the impact on patterns of participation and provision. Some recent studies addressing educational change and innovation in PE have attempted to

explore the conditions underlying, facilitating and inhibiting change, and to some degree have therefore addressed processes underlying provision (Bell,1986; Raymond,1991; Sparkes,1991). Bell's (1986) investigation of the 'workings' of a secondary school PE department showed the way in which the curriculum delivered was the product of "coping strategies" rather than planned curriculum development. Conflicts and changes in resourcing within the school were identified as underlying these patterns of work (ibid,1986). However, the investigation focused on the PE department and was confined to the school site. Therefore it could not fully address what underlay the 'pressures' in terms of the cuts in staffing, loss of career prospects, increased responsibilities and demands for greater justification and accountability that Bell (1986) identified as giving rise to the patterns of work he described. This is a failing of many studies within the sociology of education;

When the sociology of education has looked at practice, it has usually looked at classrooms, not at the schools, the LEAs or other educational sectors that are most involved in framing policy changes.

(Reynolds,1989,p.191)

As I discuss further in chapter 3, I was committed to the exploration of multiple sites in this research. Figure 2 reflects this commitment and illustrates my attempts to identify the numerous sites that were potentially involved in the policy process being explored.

As well as identifying sites in the policy process, Figure 2 draws attention to the blurred boundaries between them. For example, the NCPE working group (see chapter 4) was comprised of individuals from various sites. Similarly, some individuals such as Sports Development Officers are invariably associated with more than one site by virtue of joint funding arrangements (see Davis and Cowie,1992). In this respect each of the sites is not 'discrete'; 'texts' produced at one may be influenced by discourses drawn from another (see below and chapter 4).

DES	PE prof. Groups	DOE*	Sp.Council & Gov. Bodies of Sport
	(eg. BCPE, BAALPE)		
	(ERA)	(CCT)	
	(NCPE Working Group)		
----> LEA	LA*Rec.Depts.	Regional Bodies	
(LMS Policy Officers; PE Inspectors/Advisors)	(County Recreation Officers)	(Reg. Officers)	
	(Sp. Development Officers)		
----> LEA Division	District/Borough/ City Council Leisure/Rec Depts.	Local Organisations	
	(Recreation Officers, Sports Development Officers)		
----> Institution	Sport/Leisure Centres Swimming Pools Playing Fields	Clubs	
(Headteachers, Governors, Heads of PE Depts., PE teachers)	(Managers, Staff and Coaches)	(Coaches)	

----> THE PROVISION OF PE AND SPORT IN SCHOOLS

*DOE : Department of the Environment
 BCPE : British Council of Physical Education
 BAALPE : British Association of Lecturers and Advisors in Physical Education
 LA : Local Authority

Figure 2 : PE and Sport in Schools : Sites in the Policy Process
 (derived from Penney & Evans, 1991a)

Whilst this model illustrated that the policy process potentially involved many organisations and individuals, it had few analytical merits and provided little guidance for the exploration of the issues and relationships I wished to pursue. Figure 2 gives the impression that theoretically, the research model was essentially pluralistic; a perspective adopted in much work on educational policy (McNay & Ozga, 1985). Case studies of specific policy sites have indicated a change in the nature of the relationships between the DES, LEAS and teachers, but have left the links between sites under-explored. An investigation or understanding of the socio-political mechanisms inherent in the policy process has been notably absent from analyses (ibid, 1985). Salter and Tapper (1981) and Bernstein (1990) identify similar shortcomings in work that has addressed issues of social and cultural reproduction. Bernstein (1990) stresses that the latter has clearly illustrated *what* (in the form of social and cultural messages and "codes") is "relayed" in the education process; the power relations of the existing social structure; but it has not addressed *how* the relay occurs or is facilitated. "It is as if when we study pedagogic communication we study only the surface features, only its message, not that structure which makes the message possible" (Bernstein, 1990, p.169). Bernstein argues that 'privileging' a focus on what is carried has left theories of social reproduction without concepts that can describe the 'system' and the agencies that they address; "Their concepts specify what is to be described, they call for description, but are unable to provide principles for that description" (Bernstein, 1990, p.172). This shortcoming is apparent in analyses of policy texts. Simon (1988), Ball (1990a) and Davies et al (1990) have concentrated on the 'message' within the texts of the ERA and have thereby illustrated the political and economic ideologies underlying and embedded in the Act. However, their work contributes little to our understanding of the structure and mechanisms carrying the 'message'. To understand these phenomena we need to explore

texts in terms of their "...mode of construction, mode of representation, mode of presentation, and acquisition" (Bernstein,1990,p.176).

Because of its implicit pluralism the model illustrated in figure 2 lacks concepts that can go beyond 'surface' description. The sites and possible links involved in policy 'making' and 'implementation' are identified and the model therefore provides a useful framework for a 'surface' description of the policy process. However, it provides no means of conceptualising the different roles and influences of the various sites and the individuals within them, the relationships between sites, and what interests, "codes" (Bernstein,1990) or 'rules' underlie these roles and relationships. All are key issues to address if we are to understand the policy process. As we will see, in the light of these observations, the concepts of 'content' and 'context' that became the basis of the theoretical framework for the research were far broader and more complex than the conceptualisation inherent in this initial theorising of the policy process.

The Underlying Conceptualisation

Central to my theoretical framework is a view of policy making and implementation as a **process**. I anticipated that the 'implementation' of the ERA and specifically the NCPE would be neither simple nor straightforward and that the 'making' of the NCPE would not end with the production of statutory orders (see chapter 4). I speculated that what would constitute the NCPE in 'practice' would be determined during its 'implementation', and that many parties, individuals and policies could be influential in that 'implementation' (see chapter 1). Like Bowe et al (1992) I rejected views of policy in which 'making' and 'implementation' are regarded as distinct phenomena as an appropriate basis for either my theorising or empirical work.

Bowe et al (1992) explain that in the field of educational policy studies two distinct bodies of work have developed, one focusing on the "generation" of policy, the other on "implementation". With respect to the level of analysis, this division is essentially compatible with the 'macro-micro' divide (see chapter 3). In Bowe et al's view the separation

...has tended to reinforce the 'managerial perspective' on the policy process, in the sense that the two are seen as distinctive and separate 'moments'; generation followed by implementation (Alford and Friedland 1988) Thus, state control theories (Dale 1989) portray policy generation as remote and detached from implementation. Policy then 'gets done' to people by a chain of implementors whose roles are clearly defined by legislation (ibid,1992,p.7). The distinction between 'making' and 'implementation' has been reinforced by both a body of work focusing on the "generation" of policy and that addressing 'implementation'.

(ibid,1992,p.7)

Essentially Bowe et al reject linear conceptualisations of policy, instead portraying the process as a "cycle" (see below). Whilst much of my data lends support to Bowe et al's belief that the distinction between 'making' and 'implementation' distorts our view of the policy process, as we will see, there is a linear dimension to the process. However, this dimension is far more complex than state control theories may imply.

Rather than pursuing those works that have focused on *either* 'making' or 'implementation', in developing my conceptualisation I have drawn on studies that have emphasised the need to overcome this divide and also turned to more mainstream sociology texts. With respect to the latter, the work of Bernstein (1971;1990) and Lundgren (1977) has been particularly helpful, providing concepts that I have employed in my analysis of the policy process.

In conceptualising policy as a process I regarded the boundaries between policy 'making' and 'implementation' as always potentially blurred. Hill's (1980) observations that "It is hard to identify a dividing line at which making can be said to be completed and implementation to start" and that "... many policies are so skeletal that their real impact depends upon the way they are interpreted at the implementation stage" (ibid,1980,p44) concurred with my own expectations regarding the 'implementation' of the NCPE. Bowe et al's (1992) investigation of the ERA endorsed these expectations. They stress that the production of legislation does not mark the end of policy "generation". They identify "generation" as "... still taking place after the legislation has been effected; both within the central state and within the LEAs and the schools" (ibid,1992,p.14). In this view 'making' and 'implementation' are inseparable phenomena, featuring throughout the policy process. In this thesis I show that mechanisms (see below) that would invariably be associated with policy 'implementation' were apparent in the 'making' of the statutory orders for the NCPE (see chapter 4). In addition, I illustrate that the 'making' of the NCPE did not end with the publication of the orders, but continued throughout what would ordinarily be regarded as its 'implementation' (see chapters 5,6, and 7).

Although I stress that in conceptualising policy as a process it is inappropriate to talk of distinct '*stages*' and in particular a divide between 'making' and 'implementation', I illustrate that the process involves inter-related *phases*. Arguably, these could be termed stages, and the danger in use of either term is the implication of divisions within the process, both temporal and spatial. In using the term 'phase' I acknowledge that there is a temporal dimension to the policy process and that different sites are to a greater or lesser degree involved in the different 'phases' of the process. However, neither the temporal nor spatial 'divisions' implicit in the identification of 'phases' can be

equated with a distinction between policy 'making' and 'implementation'. There is a degree of 'overlap' and complexity to the 'phases' that their labelling as such fails to portray. In exploring the varying degrees of involvement different sites have in the different phases of the process I pursue the structure and hierarchy implicit in the process. To this extent we see that the process also has identifiable 'levels'. For example, the 'production' of legislation is a phase of the process in which central government is clearly the focus of activity. However, as we will see other sites were involved in the 'production' of the statutory orders for the NCPE legislation and therefore played a role in the process at this 'level' (see chapter 4). Talk of 'levels' does not therefore refer to rigid structural divides. Once again overlap and inter-relationships within the process are highlighted.

In this thesis I also deconstruct the divide between 'policy' and 'practice'. In my view this distinction implies artificial divisions within the policy process and thereby hinders our exploration and understanding of the process. Like Kogan (1975) I regard the extension of 'policy' to include educational 'practice' as necessary in the conceptualisation and investigation of policy as a process. The merits of Kogan's approach have been reinforced by McPherson and Raab (1988) and O'Buchalla (1988) in their studies of education policy in Scotland and Ireland respectively. Although McPherson and Raab (1988) warn that Kogan's (1975) "... broadening of the concept of 'policy' to include practice, stasis and change does drag the meaning of the word dangerously close to the idea simply of 'what happened'" (ibid,1988,p.13), I believe it is impossible to isolate 'policy', 'practice' and 'what happened' in conceptualising policy as a process. Furthermore, as McPherson and Raab (1988) stress, this extension is crucial in providing a framework that recognises the role of school and teachers in the development of educational policy. In

subsequent chapters I emphasise the active involvement of the LEA, schools and the individuals within them and therefore the dispersal of power (see below) in the policy process. Like Bowe et al (1992) I argue that it is misleading to talk of there being a single 'point of delivery' of policy; at *all* sites at which interpretation occurs, policy will be 'put into practice' and some sort of 'delivery' will be made. However, I also draw attention to the inequalities inherent in this dispersal, an issue I return to in chapter 8.

This brief discussion has illustrated a fundamental problem in articulating a conceptualisation of policy as a process; that of vocabulary. Arguing against the legitimacy and appropriateness of views of policy that distinguish between policy 'making' and 'implementation', and between 'policy' and 'practice', also calls into question the legitimacy of much of the vocabulary used to describe and analyse policy. In my discussion of 'phase' and 'level' I have attempted to illustrate that the concepts themselves may still be relevant in a conceptualisation; the problem lies in how the terms used will then be interpreted. The interpretation may well conflict with the underlying conceptualisation. However, without an alternative vocabulary, we are tied to the continued use of existing terms. To remind the reader of my underlying conceptualisation of policy and the somewhat problematic nature of some of the concepts used, I often present these within single quotation marks in the text and I attempt to be explicit about what is implied by the use of particular vocabulary.

Talk of the 'outcomes', 'effects' and the 'product' of a process is another instance in which clarification is needed with respect to what is meant by the terms used. The policy process clearly results in an 'end product', which could be termed an 'outcome' or 'effect' of the process. However, policies may also precipitate responses or changes during their 'implementation'. These may also be regarded as

'outcomes' or 'effects'. In exploring the impact of the ERA, I was aware that to investigate only the practice arising in schools would provide an incomplete view of this impact. In my view its impact encompassed the responses of all the sites and individuals involved in its 'implementation', and what arose from these responses. Talking of the *effects* of a policy seemed to capture this broader view far better than referring to *outcomes*. The latter seemed more 'final', implying a linear process, at the end of which the 'impact' would be seen and felt. In contrast, my view was that the ERA would have an 'impact' throughout the policy process, in both temporal and spatial terms. In an analysis of policy as a process, like Bowe et al (1992), I therefore regard it as more appropriate to talk of the *effects* of a policy. Nevertheless, the concept of 'outcome' can not be ignored. Without wanting to reify it, it is a term I address. My view is that there are clear outcomes of policies; their effects encompass far more than these. Exploring the effects of a policy, which may often be 'hidden' or unintended, can help to explain the overt outcome of the policy. In attempting to explain the impact of the ERA on the provision of PE and sport in schools, my interest was therefore in pursuing its *effects*. In this thesis I address what Ball (1993a) terms the "generalities and specifics of policy effect", investigating the impact of the ERA throughout the policy process and pursuing the cumulative and combined effects of policies as they interacted with others. I also draw attention to both "first order and second order effects" (ibid,1993a). Ball explains :

First order effects are changes in practice or structure (which are evident in particular sites and across the system as a whole); and second order effects are the impact of these changes on patterns of social access and opportunity and social justice.

(ibid,1993a,p.16)

Developing the Framework

My first attempts to articulate a view of policy as a process and pursue the concepts inherent in this centred on a metaphor. The exploration and discussion of the process of human digestion provided the basis for the development of four inter-related concepts as a framework for the description and analysis of the policy process (see Penney & Evans, 1991b).

The Context of the Policy Process

In chapter 1 I emphasised the potential importance of the resourcing of PE and sport in schools in the development and implementation of the NCPE. This recognised that **context** had a fundamental role to play in the policy process. 'Context' has previously been associated with the 'environment' in which the policy process occurs, but also acts to shape. Hill (1980) stressed that both 'making' and 'implementation' involve constant interaction with the "environment" and that the agencies involved are themselves part of a wider social environment, influencing and influenced by that environment. In this view context can be seen as having a structural dimension, but as also encompassing economic, political, and cultural issues. The conceptualisation of context I employ emphasises the scope and diversity of its influence in the policy process. To the dimensions identified above, I add ideological and historical factors. I draw attention to the temporal as well as spatial dimensions of context. In subsequent chapters I sometimes privilege the structural dimension of the concept to identify 'boundaries' to the influences I address. Specifically I use the term "context" in relation to particular policy sites (for example, the LEA; see chapter 5). However, I also highlight the diversity of factors at play within an identified 'context' and draw attention to the influence of other policy sites, and thus the complexities of the 'wider context' of the process.

Whilst I draw on Bernstein's (1990) and Bowe et al's (1992) work, my conceptualisation of context is notably different from that employed in these authors' conceptual frameworks. I stress that context has many dimensions, each having varying degrees of influence at different times and sites in the policy process. The influence of any dimension may be felt and be apparent at any point (temporally and spatially) in the process. In contrast, Bowe et al (1992) identify three distinct *contexts* in the policy process, each of which is associated with specific aspects of the process. Bernstein (1990) likewise identifies specific (although inter-dependent) contexts in his analysis of the production of pedagogic discourse. Later in this chapter I return to these conceptualisations. Below I outline my own conceptualisation in relation to the policy process being explored.

As the model depicted in Figure 2 illustrated, in structural terms, context was regarded as having multiple 'levels'. As we will see, the research confirmed this feature of the policy process. For example, LEA policies, and specifically support for the provision of PE and sport within the LMS scheme, was influential in the resourcing of PE and the 'delivery' of the NCPE (see chapter 5). Much of my discussion in subsequent chapters also draws attention to the need to encompass 'other policies' in a conceptualisation of context, acknowledging their role in creating the environment in which subsequent policies are 'made' and 'implemented'. Hill (1980) identified that "There is a cumulative process to be analysed in which policies create needs for other policies, opportunities for other policies, and new social situations for further political responses" (ibid,1980,p.11). Furthermore, "Even policies with little direct impact upon each other will be 'rivals' for scarce resources" (ibid,1980, p.106) and problems and incompatibilities in the process may give rise not only to inter-policy but also inter-agency issues. In anticipation of these complexities in the 'implementation' of the NCPE, my view was that 'context'

needed to encompass multiple sites and multiple policies. In addition, however, I acknowledged that 'context' needed to address the influences overlying both the sites and the policies. Dale (1992) has criticised the narrow focus of much recent educational policy work for its "... concentration on 'education politics' rather than 'the politics of education'" (ibid,1992,p.4) and the assumption, therefore, that the education sector can be isolated from its wider 'external' context. As we will see, in the 'implementation' of the NCPE 'policies' and 'practices' at many sites were influenced by competing ideologies and the wider economic and political climate. In particular, the economic climate in which the ERA and the NCPE arose was shown to be a key factor shaping both the 'policies' themselves and the practices emerging from them. McPherson and Raab (1988) have similarly highlighted the importance of a particular economic climate on the policy process.

In subsequent chapters I also address the discursive and ideological dimensions of context. In the past decade education has been redefined in terms of market principles. The discourse (see below) of the ERA reflected the dominance of a particular ideology; emphasising individualism and competition in a 'free market'. However, as we will see, ideologies are "...not coherent sets of beliefs They are instead sets of livid meanings, practices, and social relations that are often internally inconsistent" (Apple,1982,p.15). As such, they are the subject of contestation, giving rise to compromises and inconsistencies within them (ibid,1982). Contestation, adaption and inconsistency can be reflected in many and conflicting discourses existing within an ideology. Throughout this thesis I use the term discourse to refer to not only *what* can be said, and thought, but also *who can speak, when, where* and *with what authority* (Ball,1993b). In this view, discourses 'carry' the principles of classification and framing (Bernstein,1990;see below). Whilst Ball (1993b) stresses the

strength of a 'dominant' discourse, in subsequent chapters I highlight the complexities of (and possible limitations to) this 'dominance' and the need to consider not only what discourses are inherent in and omitted from texts (see below), but also what discourses "surround" the texts and provide "...the context for their reading" (Apple,1986,p.43). In this view, discourses shape the interpretation of texts, the issues arising from them and the parameters within which solutions can emerge (Salter & Tapper,1981).

Salter and Tapper (1981) fail to acknowledge that conflict could arise from multiple discourses and thus oversimplify the concept of ideology. Nevertheless, they usefully draw our attention to the fact that the redefinition of education was crucial if the dominance of market principles was to be legitimated and maintained. However, we have to turn again to Bernstein (1990) for an insight into the processes by which education has been redefined. He identifies education as a key agency within the "field of symbolic control" which has become increasingly associated with the "field of production", particularly in the latter half of the 20th century. Bernstein argues that the shift to the market ideology has been accompanied by a change in the relationship between the field of symbolic control and the field of production; agents in the former being increasingly managed by those in the latter. The privileging of economic concerns has meant that in the eyes of the conservative right "Agents of symbolic control become ideologically suspect because of their support of collectivism and/or public expenditure, especially those within the educational system..." (Bernstein,1990,p.154). It is difficult to contest the view that the policies incorporated in the ERA reflect the increased management of the field of symbolic control. My data reveals the extent to which 'post-ERA', market principles determine opportunities and actions of agents in the field of symbolic control, certainly those within education. In so doing it casts doubt on the emphasis placed

on human agency in some recent accounts of the policy process (Bowe et al,1992).

Finally, there is also a historical dimension to context. This incorporates the influence of past 'practice' on current policies and their 'implementation', and the way in which policies themselves create the context for policy 'making' and 'implementation' (Hill,1980). Policies are "... to a considerable extent products of other policies" (ibid,1980, p.11). Ball (1990a) examines the ERA in these terms, identifying policy texts, statements and speeches that preceded the ERA and created opportunities for it to emerge in the form it did. In later chapters I illustrate the role of both past 'policies' and 'practice' in shaping the 'making' and 'implementation' of the NCPE. This acknowledgement of policy as an aspect of context also highlights the dialectical relationship between the context of the policy process and policy **content**. Although context may be referred to as the 'environment' in which the process occurs, it is at the same time an integral and active part of the process. Policy content is both shaped by and shapes 'context'. Conceptually, the point at which 'content' becomes 'context' is problematic. Here I stress that the relationship between content and context is as much a part of the process as each of the individual phenomena.

Policy Content

Following Bernstein (1990) I use the term **content**

...both in the literal and in an extended sense to refer to the dominant curriculum, dominant pedagogic practice but also to any pedagogic representation spoken, written, visual, postural, sartorial, spatial...

(Bernstein, 1990, p.175)

I therefore use the term **text** to refer to policy in either a written or spoken form. As I explain below, a mental

conceptualisation of policy may also be regarded as a text.

There is a quite straightforward dimension to the influence of policy texts in the policy process. I anticipated that the specificity of the text of the NCPE and the legislature accompanying it (see below) would inevitably influence the degree to which a policy may be adapted, adopted, contested and contended at different sites in the course of its 'implementation'; the opportunities that would exist for the expression of human agency (see chapter 8). The more prescriptive the statutory orders (see chapter 4) in terms of the provision that was to be an 'entitlement' for all pupils, the less scope there would be for LEAs, school governing bodies, headteachers, heads of PE and PE teachers to influence what this provision would be. As we will see, whether or not a highly prescriptive policy constituted a resource or a threat to future provision is a matter of interpretation.

The "arrangements" for policy 'making' and 'implementation' (Hill,1980) were invariably addressed in policy texts or the accompanying legislation. I therefore adopted Hill's (1980) view that "arrangements" for policy making can have a fundamental influence on the character of the policy and can therefore be deemed part of the policy. As we will see, the arrangements accompanying the 'making' and 'implementation' of the NCPE constituted a constraint on the roles that different sites and individuals could play in the policy process. Again the blurred boundary between the concepts within my theoretical framework is apparent. "Arrangements" (ibid,1980) can be detailed in policy texts (and as such regarded as policy content), but can also define the mechanisms and structure of the policy process (see below) and thus play a role in 'creating' the context for 'implementation' of the text. As we will see, the resourcing of policy 'implementation' was a crucial aspect of these "arrangements" and the opportunities for and limitations to

contestation, adaption and modification of the NCPE. In many respects my discussion supports Hill's (1980) view that "The simplest form of constraint ... is, of course, the failure to provide the means in money and staff, to enable policy to be implemented properly" (ibid,1980,p.88).

However, my interests encompassed far more than the literal content of policy texts. Their influences in the policy process are far more subtle than is perhaps suggested by the issues addressed above. As we will see, texts contain and privilege different discourses (see above), inherent in which are different interests and ideologies. Interests and ideologies are expressed via discourse. At the same time particular discourses are omitted from or subordinated within texts and their inherent interests and ideologies are thereby suppressed or excluded in the policy process. From this viewpoint texts

...include what is not written as well as what is written Texts include traces of words and concepts not present, and that which is not present makes possible that which is present.

(Cherryholms, 1988 cited in Sparkes,1992,p.273)

Individuals within the process are associated with particular interests and ideologies and are therefore carriers of particular discourses that may be expressed in texts. My conceptualisation of text is thus notably different to Ball's (1993a) conceptualisation of "policy as text". Like Henry (1993) I take the view that "... text and discourse clearly operate in relation rather than in opposition to [or isolation from] each other and need to be theorised as such" (ibid,1993,p.102). I anticipated that the text of the NCPE and the discourses internal to it would influence the form in which it would be expressed 'in practice'. As I explained in chapter 1, the NCPE policy text produced by the NCC was expected to contain a variety of competing discourses. As we will see, the discourses included, omitted and privileged in

that text inevitably influenced the policies and practices that subsequently arose in other sites within the education system.

Policy 'codes'

In Bernstein's (1990) view, different discourses and ideologies give rise to different codes (see below) and thereby, specific social rules and relationships. Rules and relationships are thus embedded in and expressed through texts. **Recognition rules** define what are legitimate meanings, by identifying and distinguishing between categories. The **principle of classification** is thus expressed via these rules, which establish the **voice** of the category. The voice is then realized as a **message** and is expressed as texts and discourses. Texts may contain a number of discourses and thus many voices. **Realization rules** define what counts as legitimate communication and thus the range of possible messages, their discourses and thus texts. Inherent in realization rules is the **principle of framing**, which regulates "... the communicative practices of social relations within the reproduction of discursive resources, that is, between transmitters and acquirers" (Bernstein, 1990, p.36). Since "transmitters" and "acquirers" are identified and positioned by recognition rules, realization rules (and therefore the message) presuppose and are thus limited by recognition rules. Message is therefore dependent upon voice, but there is also a "dynamic potential" (Bernstein, 1990) in this relation; "... the cleavages, contradictions, and dilemmas which are latent in the 'voice', are a potential of the realization of the message..." (ibid, p.33). The message has the potential to change the voice. In chapter 4 I document the variety of voices that were established in the development of the NCPE and show how particular messages increasingly reinforced rather than challenged, the principle of classification established by central government.

Different codes are associated with variations in the strength of classification and framing. Bernstein outlines two types of code; '**collection**' and '**integrated**'. These express fundamentally different theories of learning, which arise from different conceptions of what counts as knowledge, how it is to be acquired and therefore the organisation of social relationships. "The underlying theory of learning of collection is likely to be didactic whilst the underlying theory of learning of integrated codes may well be more group or self-regulated" (Bernstein,1971,p.61). Collection codes, characterised by strong classification and framing, are associated with knowledge organised and distributed through subject hierarchies, a didactic theory of learning and thus a distinct relationship between the teacher and 'taught', knowledge and the 'knower'. In contrast, integrated codes are associated with relatively weak classification and framing, reflected in both the teacher and pupils playing a more active role in determining what is taught. Thus

The concept of relatively weak boundary maintenance which is the core principle of integrated codes is realized both in the structuring of educational knowledge and in the organisation of social relationships.

(Bernstein,1971,p.61)

Integrated codes thereby blur the boundary between what may and may not be taught. Both directly and indirectly they can give rise to relationships that contrast to and therefore challenge the existing social structure.

With the application of market principles to education comes a new conception of knowledge that is dehumanised, breaking the relationship between knowledge and the 'knower' (Bernstein, 1990). Knowledge becomes a 'commodity', something that we acquire or 'buy' rather than something that as individuals we can create. Bernstein's (1971,1990) work presses us to explore the text of the NC in this light, utilising his concepts of classification (i.e. the strength

of boundaries and relationships between its contents); framing (concerned with the pedagogical relationship of the teacher and pupils) and the codes that are thereby created for the creation and transmission of knowledge. The format of the NC and arrangements for its implementation seemed destined to reinforce subject divisions and hierarchies, and thus strengthen boundary maintenance. Additionally the definition of each subject in terms of programmes of study, attainment targets and the related assessment requirements appeared to impose a strong degree of framing. Arguably (see Simon, 1988; Davies et al, 1990) this was designed, to give rise to didactic teaching and thereby promote a conception of knowledge and social relationships compatible with the market philosophy. In chapter 4 I explore the text of the NCPE in relation to these issues and in later chapters pursue the classification and framing of the curriculum in 'practice'.

Policy Mechanisms

The concepts of context and content highlight different influences on the policy process. However, neither concept adequately confronts the question of 'how the process works'; how a 'text' is made and remade in the process and how it 'moves' from site to site. Both concepts can illustrate the existence and importance of links between and within different sites, but neither has the capacity to articulate the nature of the links themselves. In my view exploration of the policy process also has to specifically address the links between different sites; what lies 'in between'; the **mechanisms** involved in the process. In short, my interest lay in investigating what Bernstein (1990) refers to as the "relay" of policy; its production, transmission, recontextualisation and reproduction, within and between sites of educational practice. As we will see, this research supports Ham and Hill's (1984) observation that "It is the interaction between levels which is particularly significant and problematic" (ibid, 1984, p.18).

The rigid distinction between 'policy' and 'practice' as implied by state control theories (see Bowe et al,1992) in my view inhibits our understanding of the mechanisms inherent in the policy process. This distinction obscures the fact that 'practice' arising from interpretation can be the creation of 'new' policies within the same policy site. As we will see, this may not necessarily involve the production of a written text; it may merely be a mental recontextualisation. For example, the officers within the case study LEA (see chapter 5) receiving policy documents from the NCPE working group (see chapter 4) read and interpreted the texts and in so doing produced their own 'mental maps' of policy. It was these 'maps' which they then made reference to and 'acted upon'. To this extent a mental map can be regarded as a policy text. 'Implementation' continued with this text being interpreted and thus again adapted, adopted, contested or contended, to produce practices and discourse within the LEA. In many instances the 'practices' were the creation of policies and/or guidelines for the 'next site', i.e. LEA guidance for schools. As I illustrate in later chapters, 'implementation' in schools involved similar mechanisms.

This view of policy suggests that interpretation inevitably involves changes in policies during their 'implementation'. These are "contextual slippages" (Bowe et al, 1992). Policy 'implementation' involves the creation and passing on of 'new' policies that variously reflect or contrast to the 'original' policy. LEAs, schools and departments can be seen as policy "arenas" (ibid,1992) or 'sites' with the freedom to interpret and recontextualise policy texts. Views of policy that portray 'making' and 'implementation' as distinct phenomena occurring at different policy sites can not readily accommodate "slippages". In contrast, Bernstein's (1990) analysis of the production of pedagogic discourse forces us to address what underlies the "slippage" and consider the mechanisms of text production and transformation. In this respect Bowe et al's (1992) conceptualisation of the policy

process is problematic. In identifying the process as a "continuous policy cycle" (my emphasis) Bowe et al give a somewhat false impression of the relationship between sites in the policy process. In my view the links between sites are neither as direct nor guaranteed as the notion of "cycle" implies. Subsequent chapters show the complexity of the relationships within the policy process. In my view the model presented by Hill (1980) more accurately captures the processes I observed in studying the 'making' and 'implementation' of the NCPE. The DES, NCC, LEAs, school governing bodies, headteachers, heads of department and teachers can be regarded as "links" in a "chain". However, there are also flaws in this conceptualisation that Hill (1980) has readily acknowledged; "... varying responsibilities and degrees of autonomy are involved, and individuals in the chain may be bypassed..." (Hill, 1980, p.83). As we will see, these were important features of the policy process. Thus in presenting the relationship between sites as one of essentially 'automatic' links, Hill's "chain image" has similar shortcomings to Bowe et al's "cycle".

A "chain image" also implies that the policy process is unidirectional. In contrast I stress that it involves at least a two-way 'flow' of text and discourse within and between sites. As we will see, the process of 'making' and 'implementing' the NCPE was not one of policy being 'handed down'; there were mechanisms whereby sites played an active role in the policy-making and implementation of sites 'above' them. How they did so and the mechanisms involved were key questions pursued in this research.

The concept of 'flow' also readily encompasses the idea of there being variations in the strength of different influences in the process. In this model 'flow' involves the creation and recreation of policy text and discourse. Once again, Ball and Bowe's (1991) work provided theoretical and empirical support for my developing conceptualisation. They

identified three forms of policy; "intended policy", which they defined as the "official" ideologies seeking to affect policy, "actual policy" i.e. the policy texts, and "policy-in-use", i.e. "...the institutional practices and discourses that emerge out of the responses of practitioners to both the intended and actual policies of their arena,.. " (ibid,1991). Whilst this identification of different forms of policy is a valuable contribution to the theory of policy as a process, it has its limitations. Competing ideologies do not, as Ball and Bove (1991) imply, underlie a single form of policy. As we will see, they are expressed in *all* forms of policy. Furthermore, ideologies represent only one dimension of the context in which interpretation occurs. Finally, since there is intention whenever there is interpretation, it is also inaccurate to portray intention as located within a specific form of policy.

In a later work Bove et al (1992) explain how they reject their own labelling of different forms of policy operating in the system. They acknowledge that conceptualising the process as incorporating a single "intended" and "actual" policy is problematic given their observation that there are many competing intentions that struggle for influence in the process. They therefore present the process in terms of three policy contexts; (i) the "context of influence", "... where public policy is normally initiated. It is here that policy discourses are constructed" (Bove et al,1992,p.19); (ii) the "context of policy text production" concerned with representations of policy, which may involve formal and informal texts or speeches; and (iii) the "context of practice", in which responses to the texts are experienced. They identify struggle as a feature of all three contexts, inherent in the construction of a policy, production of a text and the response to that. They stress that a response is not a simple act, but involves interpretation and re-creation. Bove et al thus draw attention to the capacity for policies to be contested and adapted in the course of their

production and implementation. However, in other respects they leave key aspects of the analysis under-developed. Specifically, the nature of the relationships between the different contexts is not pursued. Their explanation of the policy process in these terms fails to illustrate or articulate what underlies the "slippage" that they identified as occurring throughout the process. Furthermore, the labelling of the contexts is no less problematic than that of the forms of policy previously identified. In outlining the policy process as comprising the three contexts, Bowe et al (1992) imply the existence of distinct stages in the process, each of which is essentially associated with a different 'level' of the existing social structure. The "context of influence" is explained in relation to the role of government, committees and national bodies in the process. In outlining the "context of policy text production", Bowe et al (1992) focus attention on the role of more formal 'bodies' such as the NCC, DES. Finally, they explain the "context of practice" in relation to practice in schools. The underlying problem in Bowe et al's analysis is their continued distinction between "policy-makers" and "practitioners"; between "text production" and "practice". In viewing policy as a process these elements should not be isolated, nor portrayed as exclusively associated with specific sites or stages in the process. The crucial point that Bowe et al's explanation omits is that at all sites policy and discourses may be 'created', a text produced and 'practice' arise. There is overlap between each of the contexts Bowe et al (1992) outline, and all may be associated with all sites in the process (see chapter 8).

In his analysis of the production of pedagogic discourse Bernstein (1990) also identified three contexts, with an implicit hierarchy. These he termed the "primary context" in which the development of a text occurred by a process of "primary contextualization". In his view this is the process whereby "... new ideas are selectively created, modified, and

changed and where specialized discourses are developed, modified; or changed" (ibid,1990,p.59). Secondly, he identified a "secondary context", referring to the "selective reproduction" of educational discourse in schools. Thirdly, Bernstein (1990) identified a "recontextualizing context", in which "positions, agents, and practices" function "... to regulate the circulation of texts between the primary and secondary contexts" (ibid,1990,p.60). Implicit in this conceptualisation is a distinction between 'making' and 'implementation', and the association of these phenomena with a structural hierarchy. The state is the focus for activities within Bernstein's "primary context", LEAs are possible "recontextualizing agents" and "reproduction" occurs in schools. Although Bernstein asserts that in the process of recontextualisation a text is transformed such that "...the text is no longer the same text" (ibid,1990,p.60), his stress on the "reproduction" of texts effectively denies the capacity for 'making' or 'production' to occur after a text has left the "primary context". It also denies, therefore, the scope for LEAs and schools to actively engage in the processes of 'making' and 'production'. However, Bernstein acknowledges variations in the influence of different sites in different contexts, and stresses the need to explore the distribution of power within the system and specifically the role of the state in relations and movements within and between the various contexts. As we will see, these issues played a key role in the 'making' and 'implementation' of the NCPE (see chapter 8).

Drawing on and developing Ball and Bowe's (1991) work, I was also led to present the mechanism of policy 'implementation' as incorporating three forms of policy (see Penney and Evans,1991b). The first I identified as "**official policy**", referring to the 'original' form in which a policy 'arrives' at any site. This may be a pronouncement or a policy text. Texts received by LEAs from the DES and LEA policy statements received by schools are examples of "official policies". In

this model statements or texts are then interpreted by the individuals receiving them, giving rise to "new" or hybrid policies. This I refer to as the **"actual policy"** of that site, which need not be a policy text. Actual policies can be 'mental maps' of "official" policies. I termed the practices and discourses arising from the "actual policy" **"policy in use"**. "Policy in use" can be the creation of further, more specific policies or guidelines for the 'next site'. Such policies then represent the "official policy" inherited by that 'next site'. At that site, interpretation and thus the creation of further forms of policy reoccurs. The model thus emphasises that the mechanisms of policy making and implementation do not comprise nor involve distinct stages, but rather, overlapping 'steps'. Each step involves three forms of policy; the 'flow' comprises a series of 'steps'. Figure 3 below illustrates the mechanisms inherent in this conceptualisation.

Before addressing some of the shortcomings of this model, I will briefly discuss the 'making' and 'implementation' of the NCPE to illustrate my expectations and early theorising of the mechanisms inherent in the policy process.

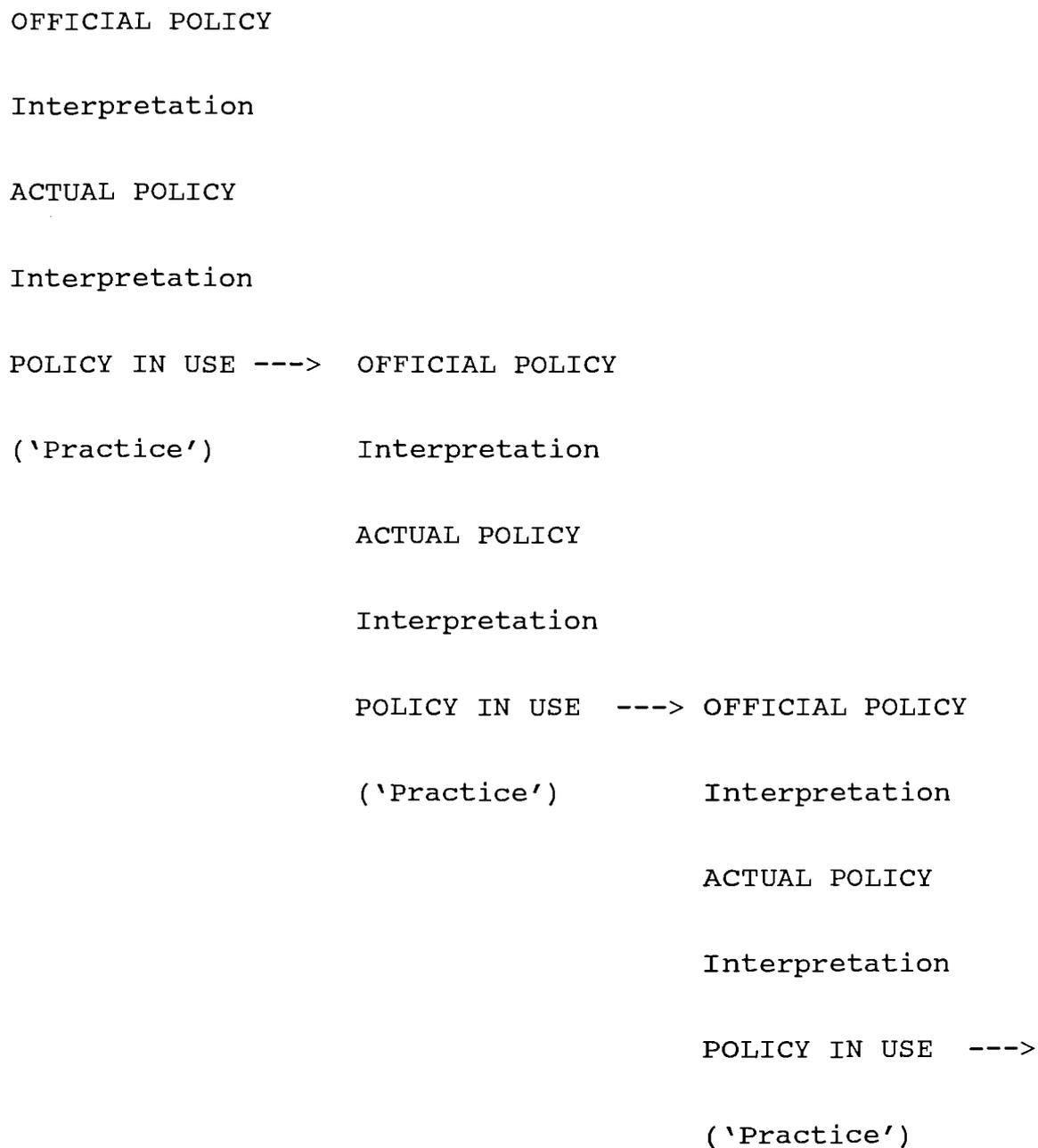


Figure 3 : 'Flow' in the Policy Process

(Penney & Evans, 1991b)

When received by LEAs, the various texts produced by the NCPE working group, NCC and DES (see chapter 4) represented "official policies". As we will see, these were interpreted by officers within the LEA (notably the PE inspectors), who produced their own "actual policies" for the NCPE. It was these 'hybrid' policies that they referred to when producing the LEA policy statements on, for example, the breadth and balance of activities within the NCPE (see chapters 4 & 5). Such statements and/or texts represented "policy in use" within the LEA. However, when 'passed on' to schools they were "official policies" received by the school. The ERA also required schools to produce their own curriculum policy documents "... to show how they intend to meet the requirements of the national curriculum in the light of the local education authority's curriculum policy" (Maclure, 1989, p.26). Accordingly, my model anticipated that the mechanism of policy interpretation, re-creation, and production of 'practices' would be replicated in schools. School governing bodies and headteachers were expected to decide on a policy for the provision of PE in the National Curriculum, which would in turn be interpreted and 'put into practice' within the school. As we will see, heads of PE departments faced the task of drawing up a detailed curriculum for the NCPE. This again involved the creation of an "actual policy" (i.e. their own interpretation of "official policy") and the curriculum arising from this represented "policy-in-use". However, this did not signal the end of the process. When received by members of the PE department, the curriculum itself became an "official policy". As such it was open to interpretation, giving rise to "actual policies" for provision. The subsequent practices and discourse, in terms of lesson content and teaching strategies then represented "policy in use".

Potentially, therefore, there were a multitude of "steps" involved in the process of implementing the NCPE. My perception was that there was considerable 'distance' and

numerous sites between government policy in terms of, for example, the ERA, and classroom practice. I recognised that;

While 'what counts as education' may be defined in political terms, what is realized as education is the outcome of the conflicts and negotiations between teachers and pupils which provide for the enactment of school subjects in the classroom

(Goodson & Ball, 1984, p.7),

but also that these conflicts and negotiations would be 'framed' (see below) by those preceding and accompanying them at other sites in the policy process.

However, the illustration of the model presented in Figure 3 has some important shortcomings. In particular it gives the impression that the 'flow', and thus the policy process, is essentially 'top-down'. At any point in the process the 'scope' that exists for a policy to be adapted or modified in its interpretation will be limited by 'earlier' forms of policy. To this extent there will therefore always be a 'top-down' element to the process (see chapter 8). However, in figure 3 neither the capacity for change (or "slippage" (Bowe et al, 1992)) and thus the potential for human agency (see chapter 8) within the policy process, nor the potential for 'upward flow' (see above and chapter 8) is explicit.

In addition figure 3 fails to fully illustrate the complexities of the policy process. In formulating an "actual policy", the "official policy" received is not the sole consideration. Likewise, "actual policy" is not the only reference point in the creation of "policy in use". As we will see, "official policies", "actual" policies, and 'practice' ("policy in use") within the site concerned and in other sites (both 'above' and 'below' that site) are all part of the context of 'interpretation'. Equally, there is the capacity for 'multiple flows' to exist in the policy process. Schools received policy texts from both the DES and the LEA regarding the 'implementation' of the NCPE. Both 'arrived' in

schools as "official policies".

There is also the danger of interpreting each of the 'steps' as being associated with a separate site or 'level' (see above) of the process. As indicated above, 'sites' or 'levels' may be bypassed. Equally, there may effectively be a series of steps within a single site (see chapters 6 & 7). In attempting to identify and isolate the mechanisms involved in this formulation, the model, or certainly the illustration of it in Figure 3, is therefore in danger of over-simplifying the policy process.

In developing my framework I acknowledged that alone, investigation of the mechanisms underlying the 'relay' of policy could not fully explain this process. As explained above, policy content can shape the mechanisms of the process and as we will see, the mechanisms can also shape policy content. Similarly the mechanisms represented an important dimension of context, and themselves reflected the context (particularly political and economic) of the process. In attempting to describe and analyse the mechanisms of the process and the interplay between 'context' and 'content' I have found the concept of '**frame**' particularly useful (see chapter 8). The concept is drawn from Lundgren (1977). Lundgren used the term "frame" to provide a conceptual link "...between teaching and levels above teaching" (ibid,1977, p.82), identifying factors that limited the process "...by setting time, personal and space limits" (ibid,p.23). However, my use and conceptualisation of the term "frame" differs from Lundgren's in an important respect. Whilst Lundgren distinguishes between factors "constraining" and factors "governing" the teaching process, and uses "frame" only in relation to the former, the view presented in this thesis is that "governing" factors may be regarded as a "constraint" and as such, constitute a frame in the policy process. In chapter 8 I focus on the concept of frame in refining the theoretical framework discussed here.

The Structure of the Policy Process

My model recognised that the mechanisms for policy making and implementation were also embedded in an established social **structure**, which variously privileges or disadvantages different groups in terms of their influence in the policy process. The form of the mechanisms between and within sites will thus reflect the interests, politics and values of particular groups and factions, and the power (see below) they have to express these. In some ways, therefore, the concept of structure subsumes those of mechanism, context and content. However, structure is itself shaped by the mechanisms and context of the policy process, and policy content will actively maintain or may change the existing structure and its mechanisms. In this thesis I address the impact of the content of the ERA on both the mechanisms and structure of policy making and implementation in education.

The concept of structure has been recognised as problematic. Specifically, Salter and Tapper (1981) explain that any structure can be regarded as existing in a wider economic, political and cultural context. Dale (1992) similarly stresses the importance of these aspects. Thus, what constitutes "structure" can always be contested; the perspective adopted may be national or global, or adopt different boundaries. The 'structure' illustrated in figure 2 is only part of the 'picture'; representing only a 'piece of the action' in the policy process. In the following chapter I discuss the boundaries inherent in this research with respect to the sites and individuals encompassed and privileged in my work.

Although the sites involved in the process and relationships between these constitute the 'structure', 'structure' is also more than the sum of its parts. Embedded in it are social rules and power relations that are carried within and by the policy process. The structure portrayed in Figure 2 should

not therefore be regarded as fixed or unchangeable. However, at the same time we will see that the 'freedom' within the structure for different interests to be expressed influences policy content and thus the capacity for change. The structure, context and mechanisms need to be in a form that will 'accept' a content that will ultimately change and modify the structure.

The need for analyses to address the political dimension of the policy process, and pursue the location of educational power and the social forces underlying this has been stressed by Salter and Tapper (1981). Dale (1992) warns that these issues may be overlooked in overly focusing on process. He argues that Salter and Tapper's own work and that of McPherson and Raab (1988) has tended

...to stress processes rather than structures, ideologies rather than institutions, and the composition of competition between different interested parties rather than the rules of the competition or the terrain on which it took place.

(Dale, 1992, p.21)

Dale draws attention to the consequences of this approach, arguing that the institutions of policy-making and implementation are not clearly problematised and therefore not challenged. However, McPherson and Raab (1988) identify 'choice' as a key dimension of power, and stress the need for policy analysis to explore the options articulated, how some fail to materialise and the events leading to the ruling out of various options. In exploring the 'making' and 'implementation' of the NCPE I attempt to confront the issues of 'choice' and 'power' (see below). In particular I explore what 'choices' in terms of policy content were available at different points in the process, who and what determined the 'choices' 'available'. Thus I address the variations in the strength of influence of different sites within the policy process and pursue the 'rules of the game' in which the

different sites engaged. As we will see, in theorising the policy process there is a need to both acknowledge human agency and the limitations to this. Such a theory is "... rooted in the agency of actors indicating the way social arrangements are continually produced and reproduced", yet is also "...aware of the deep sealed constraints of the 'system requirements'..." (Ranson, 1985, p.119). In addition, our empirical investigations need to explore both of these dimensions.

Explicit here and implicit in much of my discussion in this chapter, are questions of power. In subsequent chapters I draw attention to the nature of power in the 'making' and 'implementation' of the NCPE. In chapter 8 I return to the concepts of agency, structure and power in the light of the data presented and my developing understanding of theoretical issues.

The Complexities and Implications of the Framework

In conceptualising the policy process in terms of content, context, mechanisms and structure, I anticipated that at different points in time and at different sites, the concepts would have varying degrees of influence on the process. My interest was in exploring these influences empirically, pursuing the degree of influence of the different concepts on 'policy' and 'practice' in PE and what underlay variations in the influence of different concepts at different times and sites in the policy process. I acknowledged that the boundaries between my theoretical concepts were blurred. However, I did not regard this as a failing of the model. Rather, I felt that it reflected and emphasised the complexity of the process, and highlighted that to understand the way in which policy is made, expressed and articulated, required not only an exploration and understanding of each of the concepts, but also of the relationships between them. In chapter 8 I return to these issues.

The theoretical framework I have outlined above raised issues both for my empirical work and the writing of this thesis. With respect to the latter, one possible format would have been to address each of the theoretical concepts in turn. However, as stressed above, the relationships between the concepts are a crucial dimension of the model and the boundaries between them were recognised as blurred. Discussing each concept in isolation would, I felt, inhibit my ability to capture these inter-relationships and thereby address the complexity of the process. Alternatively, like Bowe et al (1992), I could have taken the various policies within the ERA as themes for my chapters. However, in organising their text in this way I feel they obscure the complexity and dynamic that is a key aspect of their conceptualisation of the ERA. As we will see, my investigations highlighted the inter-relationships between the different policies within the ERA, and I hope that my organisation of this thesis will emphasise the existence and importance of this 'dynamic'. Essentially I have taken the different sites involved in the process as the basis for structuring this thesis. As I have stressed the importance of inter-relationships between sites in the policy process, this approach similarly threatened to obscure the exploration and articulation of the complexity of the process. However, I felt that this format was the least likely to restrict the emphasis on process that I wished to portray, and that it would facilitate my discussion of the relationships between my theoretical concepts. The dilemmas I faced in writing and structuring this thesis are matters I return to in the following chapter.

CHAPTER 3 : RESEARCH AS A PROCESS

This chapter addresses the methodological issues I faced in designing the research and which challenged me as the research developed. I address the rationale underlying the choice of methodology and methods, and their application. Following Ellen (1984) I take **methodology** to mean "an articulated, theoretically informed approach to the production of data"; **method** to refer to "... a general mode of yielding data" e.g. interviews; and **technique** the "...specific means of making particular methods effective, e.g. questionnaires, shorthand, kinship notations. "Methods" and "techniques" together constitute "**research procedures**" (ibid,1984,p.9,my emphasis). I use the term "**case study**" in relation to both a Local Education Authority and selected schools to refer to a "condensed field experience" (Burgess, 1984,p.2) at these sites, in which various research procedures were employed (see below). In subsequent chapters I comment further on research procedures. In chapter 9 I reflect on the strengths and weaknesses of the methodology and methods employed, and consider the merits of my own and alternative approaches for the development of policy orientated research in education.

Research Methodology : A Qualitative and Ethnographic Approach

Whilst an analysis of the provision of PE and sport in schools in terms of *what* was being provided, and *for whom*, was capable of providing an insight to the issue of whether or not the aims of the ERA were being met, if the research was to contribute to the *understanding* of these outcomes (see chapter 2) of the ERA, then the questions of '*how*' and '*why*' also needed to be pursued. Essentially, the research needed to address the '*effects*' (see chapter 2) of policy and the processes by which these were generated. In this respect my research contrasted markedly to the majority of previous research in PE. Typically, this has focused on the '*effects*' of educational policy in relation to such things as patterns

of sport and PE provision in schools, pupil achievement and participation (see Kane,1974; Underwood,1983; CCPR,1990). These studies have used quantitative research methods and techniques, usually in the form of questionnaire surveys. Such research can and indeed has generated data that provides a valuable framework for raising questions about the nature of schooling and of PE within it. However, it can offer little in terms of answers as to how and why the nature of provision is as it is; how and why particular patterns arise (Finch,1988). A recent national survey of PE teachers highlighted these limitations. Those reporting the results were only able to *speculate* as to the factors underlying the trends observed, particularly in relation to the reported input to PE of non-specialist teachers (see Laws,Bunyan & Stodd,1992 and chapter 6 below).

As my interests centred on pursuing factors underlying provision, I regarded a quantitative approach as inappropriate. Alone it could not encompass the complexity of the situations I wished to explore, nor provide the level of detail and depth of description that was required to explain such complexity. The "thick descriptions" of social and cultural contexts and of the actions of those who inhabit them, associated with qualitative and especially ethnographic research (Finch, 1988) appeared far more likely to meet the needs of my research in this and other respects. As I stressed in chapter 1, whilst the intended outcomes of the ERA had been clearly stated by the government, amongst them the 'raising of educational standards' (Martin, 1988), what its effects would be in practice, and particularly in the context of PE, were far less clear. Specifically, I anticipated that the effects of LMS would not always rest in harmony with or foster the realisation of the stated aims of the NC (see chapter 1). Additionally, the NCPE as a 'text'*¹ was expected to embody not one but a number of discourses (see chapter 2), representing quite contradictory values and interests. Exploring what these were, how they interacted

within and were expressed through the practice of PE, and how they commingled with other elements of the ERA, would be essential to understanding the effects of the ERA on the provision of PE and sport in schools. As we will see, the ability of qualitative research to uncover the discrepancies between the intended and actual changes in 'practice' arising from policy initiatives and pursue the tensions, contradictions and incompatibilities within and between different policies (Finch,1988) was an important strength.

Although Finch (1988) identifies qualitative research as particularly able to make a significant contribution to understanding these aspects of policy, not all would agree that a sociologically informed qualitative methodology can provide data that will help to inform processes of policy formulation and implementation. This has been a matter of considerable debate in sociological and educational research. Hammersley (1984) criticised the continuing emphasis on description and explanation and lack of comparative analysis in the fields of history and ethnography and stressed the need for a greater theoretical focus as a basis for better descriptions and explanations. Woods (1986) expressed similar concerns and Finch (1988) specifically criticised qualitative researchers for their frequent failure to move beyond detailed descriptions of educational phenomena to explicit policy recommendations. She observed that although qualitative research is often directed at the study of policy implementation in schools, the reports arising from this are not always readily associated with contributions to the formulation of policies on education (Finch,1988). Hargreaves and Reynolds (1989) have gone further, claiming that within the sociology of education the paucity of sociological empirical research conducted on recent educational policies has meant that the discipline has been unable to adequately participate at a professional level in contemporary public discourse on educational policy.

In some respects it is difficult to contest these views. Few qualitative researchers make explicit policy recommendations, or endeavour to intervene directly in the social worlds they research, often for very good and principled reasons (Wolcott,1984). However, in considering the suitability of a qualitative methodology for research aiming to inform policy and practice, one has to question whether the above criticisms are altogether well founded. Arguably, they have arisen out of a narrow and limiting conception or model of policy, and of the relationship between research and policy. Despite the fact that both quantitative and qualitative researchers frequently complain that their findings are seldom used, the model of a direct relationship between research and policy has remained dominant in the thinking of researchers and policy 'makers' for a good many years (Finch,1985). Policy 'making' has been portrayed as occurring "...at a particular point in time by an identifiable group of people who can potentially be influenced in the course of their rational deliberations by the findings of research ..." (Finch, 1988, p.192). This contrasts sharply to my own emphasis that policy 'making' is a complex and ongoing process (see chapter 2). Furthermore, it ignores the fact that research will very rarely have a direct impact on policy. The indication is that far more of the findings of research filter indirectly through the media than are ever read in the original (Finch,1988). Given these observations about both the nature of policy 'making' and the way in which research findings are likely to come to the attention of policy 'makers', one has to question whether it is realistic to expect research to have a *direct* impact on policy. In this project the expectations and design of the research reflected my view that policy is an uncertain and unpredictable process involving many individuals and organisations. Seen in this light, research can not be expected to have an 'overnight' impact; its role should be to develop a "practical wisdom" (Brown,1991) amongst those involved in the process. Since this takes time, research should aim to have an impact over

time. Even then,

We have to accept that the practical wisdom generated by research is one factor in educational decisions. Political ideologies, practical constraints, personal and irrational preferences are all influential and currently more so than practical wisdom.

(Brown, 1991, p.10)

We should therefore assess how we can make a contribution to the policy process. In Finch's (1988) view, the emphasis needs to be "... upon policy debate rather than policy decisions, upon indirect rather direct use, upon the creation of knowledge for use by a wide range of people involved in the policy process..." (ibid, p.193). Research can thereby feed into and inform policy debates over time and at various sites of educational practice (ibid, 1988). Finch claims that images and reconceptualisations, the "product" of qualitative research, may prove more persuasive than "startling facts". However, this assumes the willingness of those involved to listen and their 'freedom' to respond to research findings, and thereby fails to address the issue of power in the policy process (see chapter 8). Finch (1985) acknowledged that 'input' to the policy process via insights and enlightenment is by definition indirect and therefore dependent upon those involved in the process accepting one's insights and acting upon them. Nevertheless, in investigating the effects of the ERA on the provision of PE and sport in schools, this research aimed to produce such images and reconceptualisations. Qualitative research work seemed well suited to the task in hand.

However, the exact nature of the 'task' was far from clear. Given the complexity and uncertainty surrounding the impact of the ERA on the provision of PE and sport in schools, neither the sites nor issues that would ultimately be the focus of the research could be specified at the design 'stage' (see below). Both these and the methods employed (see below) were informed by the data gathered and my theorising

of that data. As I discuss below and try to illustrate in this thesis, data collection was guided by the developing theoretical framework (see chapter 2), that was itself modified and refined in response to data collection and analysis. I attempted to undertake a "continuing dialogue" (Hargreaves, 1986) between theory and data. My approach was one of "progressive focusing" (Hammersley & Atkinson, 1983), involving both the development of the research problem and "... a gradual shift from a concern with describing social events and processes to developing and testing explanations" (ibid, 1983, p.175). As Burgess (1984) has stressed, such an approach demands flexibility in research design, since modifications to the design facilitate the shifts in focus. Like Burgess I regarded quantitative and qualitative methods as complementary "tools" in the research process, each having their own strengths and weaknesses and therefore being appropriate for different situations and research questions. I anticipated that the variety of issues and situations that would be encountered at different sites and 'stages' of the research would demand the use of both quantitative and qualitative methods, and that the integration of different types of data from the various sites would be crucial in pursuing the relationships between sites, and therefore the very notion of 'process'. Whilst committed to a qualitative methodology, I therefore recognised the potential contribution of quantitative methods to my research.

Although I did not embark on an ethnography (which as Lutz (1986) explains focuses on a specific society or culture, rather than particular issues), I adopted ethnographic principles in my research. In addition to emphasising dialogue between the theoretical and empirical aspects of the research and the flexibility of my research focus and design, I was committed to a holistic approach (see Fetterman, 1989). Like Lutz (1986) I felt that restricting the focus of research would correspondingly limit my ability to discover the variables affecting the phenomena I was investigating.

Hargreaves (1986) sees researchers as facing a dilemma comparable to that encountered by a cartographer; "...that the more complex and comprehensive our maps become, the more closely they resemble the actual territories they represent, the less useful they serve as guides through it" (ibid,1986, p.164). However, one can also argue that unless one knows the significance of a feature, it should not be omitted from the map, since its omission may ultimately render the map useless as a guide. For example, without contours, a map is of little use to the walker in open country. However, it is only because we are aware of the significance of contours that we can consider the effects of their omission. If we do not know the role of different features, we need to make the map as full and accurate as possible. It will then be for the walker to discover which are the key features that future guides should focus on. Within practical limits (that I discuss below), I therefore considered it necessary to explore all the sites and individuals involved in the policy process I was investigating. Discussion in subsequent chapters reflects the changes in research focus and design that ultimately occurred. For example, my investigation of both the LEA and school sites (see chapters 5 & 6) indicated the importance of the NCPE texts in the policy process. Consequently the 'production' and content (see chapter 2) of these texts were issues that then assumed a higher profile in the research (see chapter 4).

By incorporating the many sites involved in the policy process in the study, I also hoped to be able to address the broader social, cultural and economic issues that so called "micro-ethnographies", restricted to the school site, have failed to address (Lutz,1986). The "micro-macro problem" (Hargreaves, 1986) is a well documented debate in the sociology of education. Hargreaves (1986) explains the historical segregation within this field, between studies of schools and studies of "the system". The 'problem' has been the failure of work in either area to encompass the issues

and perspectives of the other. Those studies focusing on schools have been criticised for ignoring the wider context, those concerned with 'the system' regarded as divorced from the realities of school life. Unfortunately, the calls for a "synthesis" of the two approaches have not been accompanied by any clear guidance on how this may be achieved (Hargreaves, 1986). In examining the need and potential to overcome the micro-macro gap, Hargreaves recommends a series of "linked micro-studies" that extend research to those sites that lie between the classroom and 'society', particularly the headteacher and LEA. Not all agree that either empirically or theoretically research should attempt to encompass this "meso" (ibid, 1986) or middle 'level' (see chapter 2). Hammersley's (1986) view is that rather than developing new lines of enquiry, research should focus on the independent development and testing of micro and macro theories. He stresses that the strength of any synthesis is dependent on the validity of its component parts, and contends that the present short-comings in both micro and macro work mean that it is too early for sociologists of education to attempt to integrate these levels. However, in calling for this focus Hammersley is assuming that micro and macro theories are the *only* components required as the basis for the development of a synthesis. In my view, the meso level needs to be an integral part of such a synthesis and analyses must therefore also address this level. Whether or not it is realistic for a single study to encompass multiple sites remains a matter of debate. The conclusion reached at a symposium addressing research into the NC was that

... longitudinal 'vertical section' analysis of curriculum change could only be undertaken collaboratively : no single project or study could hope to cover all the issues raised by central intervention and local implementation.

(Torrance, 1990, p.3)

However, as indicated above, this can be set against the view that only a holistic analysis can answer certain questions. I

saw the extension of empirical work to the middle or "meso" level as having the potential to make an important theoretical contribution to my research, hopefully uncovering the "... range of intermediary processes and structures which have been largely neglected in sociological accounts of education..." (Hargreaves,1986,p.170). As we will see, my investigation of the NCPE both as a policy text (see chapter 4) and as 'practice' illustrated the influence of "meso" or "intermediary" (ibid,1986) sites in the policy process.

Although holistic, the research was not all embracing. It still operated at very specific sites of policy 'making' and educational 'practice'. As I explained in chapter 2, the concepts of both 'context' and 'structure' encompass far more than a collection of sites. Some aspects of these concepts and of the 'mechanisms' of the process could only be explored theoretically (see chapter 9). Additionally, as Hargreaves (1986) emphasises, I found that there were inevitably limits in terms of the time, money and energy that I could invest in the empirical investigation, the pursuit of different theoretical perspectives, and the undertaking of dialogue between these. My commitment to a holistic approach raised issues of practicality and in turn highlighted the reflexive nature of my research.

Reflexivity acknowledges that matters such as where the investigation should begin and end, what should be the empirical and theoretical foci, and whose perspectives and actions should be examined, are all issues that can not be regarded as merely technical or procedural concerns (Burgess,1984). Decisions, choices and selections on these matters are not arbitrary. Unavoidably and inevitably they will be influenced by many factors, including the researcher's personal and professional interests and agendas, those of the agents who fund the research, the subjects of the study, the data arising and the theoretical perspective of the research (Burgess,1984; Hammersley,1984). Throughout

the research I endeavoured to acknowledge and address these influences. I shared Hammersley and Atkinson's (1983) view that "Rather than engaging in futile attempts to eliminate the effects of the researcher, we should set about understanding them..." (ibid,p.17). From this perspective the researcher is central to the research process (see Burgess, 1984) and separation of the researchers values from the research act is neither a possible nor desirable ideal. "The very process of deciding 'what is', and what is relevant and significant in 'what is', involves selective interpretation and conceptualisation" (Jones,1985, p.265). Advice that the researcher "...must not let personal values determine what to observe and what to ignore " (Mayer & Greenwood,1980, p.46) is therefore rejected. I was committed to acknowledging and addressing the beliefs, values and interests that shaped my approach to the research, the issues and questions I identified, and how I chose to pursue these both empirically and theoretically. My strong commitment to preserving and promoting the place and position of PE and sport in schools, and my views of the social context in which teachers and schools are operating, in which the ERA is being implemented, and of the mechanisms inherent in policy 'making' and 'implementation' were important in this respect (see Evans & Penney,1992). As we will see, these views and the data gathered meant that increasingly, the perspectives and interests of teachers took precedence in my research. Indeed, I hoped that reflexivity would help me avoid a problem frequently associated with educational research, that to many teachers the research appears irrelevant, failing to address "their" issues, and apparently taking "...little account of the day-to-day intricacies of the teacher's task" (Woods,1986,p.1).

In Woods' (1986) view, ethnography is particularly well placed to close the perceived 'gap' between the researcher and the subjects in the research because "It is concerned with issues that they recognize, deals with their problems,

and in their terms" (Woods,1986,p.8). However, when the research involves multiple sites and many individuals, this is easier stated than achieved. I was aware that not only teachers but all individuals involved in policy 'making' and 'implementation' were likely to share a concern for 'relevance'. Furthermore, if the research was to provide 'enlightenment' for those involved, and thus have an 'impact', their perspectives needed to be incorporated throughout the research. However, differences in opinions with respect to, for example, the key issues to address, were apparent. The provision of PE and sport on school sites may incorporate in-curricular PE, extra-curricular PE and community use activities (see chapter 1). Study of documentation indicated that the Sports Council's interests centred on extra-curricular PE and community use activities in schools, together with the provision made at other sites (such as leisure centres) for school aged children to participate in sport/recreation activities (see Sports Council 1990a,1990b & 1990c). In contrast, investigations in the LEA setting (see chapter 5) and my questionnaire survey of schools (see chapter 6) indicated that teachers' interests centred on in-curricular PE and that community use was not a key concern with respect to their future provision of PE and sport. Informal conversations and interviews with representatives from the regional Sports Council and County Recreation Department (research diary 20/11/90; fieldnotes 8/1/91, 6/2/91, 16/4/91) drew attention to these different dimensions of the provision of PE and sport in schools and the numerous parties involved (to varying degrees) in that provision, including local authorities, local sports councils and various individual sports development officers. These meetings highlighted the need to address the questions of whose interests and perspectives would be reflected and privileged in the research. My decision, which I feel arose during my early exploration of the LEA (see chapter 5), was to privilege educational and specifically PE teachers' perspectives. I therefore confined the study to schools'

provision and explored the role of local authorities and others *via* the investigation of educational settings. Below I discuss some of my other decisions concerning the research design and issues of practicality.

Limitations

The research was confined to a single LEA. Both practical and theoretical considerations influenced this design. Having stressed the potential influence that LEA policies and actions could have on subsequent policies and practices in schools (see chapters 1 and 2), it would have been somewhat hypocritical to compare policies and practices of schools in different LEAs without also exploring the related LEA settings. Given the complexity I had portrayed, I felt that studying several LEAs was more likely to confuse than aid understanding and explanation. Furthermore, exploration of more than one LEA would greatly increase my workload and the potential problems associated with negotiating and gaining access to both the LEA and sites within it. The key consideration directing the choice of the case study LEA was ease of access, in terms of both its geographical location and existing links with the authority that facilitated initial 'entry' (see chapter 5). In chapter 9 I discuss the implications of my decisions to focus on a single LEA and select this particular authority as the case study.

The original research outline (see chapter 1 & Appendix A) specified that the research would address only state schools. The specific investigation of independent schools is a potential development from this research. Schools within the boundaries of the case study LEA but receiving Grant-Maintained Status (see chapter 1) either before or during the study were included in the research. However, no attempt was made to devote special attention to these schools. Once again this represents a potential future focus for research.

The research outline also specified the investigation of the 5-16 curriculum. It became apparent at an early stage that there was a need to devote attention to *either* the primary or secondary sector. As I illustrate in chapter 4, whilst the two sectors shared many of the concerns relating to the provision of PE and sport and implementation of the NCPE, they nevertheless represented very different contexts (see chapter 2) in which the ERA was taking effect and the implementation of the NCPE would occur. Research within both the LEA (see chapter 5) and school settings (see chapter 6) confirmed the importance of pursuing contextual factors in an attempt to understand the 'implementation' of the NCPE in schools. However, the limitations of time and energy prevented a detailed investigation of both sectors. As I explain in chapter 5, the case study LEA's phased introduction of LMS favoured a focus on the secondary sector. This also suited my own experience and interests. This thesis therefore reflects a focus on the secondary sector. Nevertheless, many of the issues discussed are pertinent to the primary sector and in chapters 4 and 5 I draw attention to specific concerns relating to the impact of the ERA and implementation of the NCPE in the primary sector. In particular, I discuss the provision of swimming within the NCPE. Questionnaire and case study data showed that debates surrounding the provision of swimming highlighted issues that were also relevant in considering the provision of other activities within the PE curriculum 'post-ERA' (see chapters 6 & 7).

Arguably an assessment of the 'effects' (see chapter 2) of the ERA and specifically the implementation of the NCPE in terms of the provision of PE and sport in schools needs to address pupils' responses to this provision. As 'actors' in the implementation process, they play a key role in determining these effects (Apple, 1982). However, I felt it was beyond the scope of this project to attempt to incorporate this perspective. I regarded this as an aspect

that should be pursued in a separate, but potentially linked, study.

Finally, although in chapter 2 I stressed that my conceptualisation of context encompassed a temporal as well as spatial dimension, my exploration of the former was necessarily limited in this research. Specifically, in both the LEA (see chapter 5) and individual schools (see chapter 7) I could only touch on historical factors underlying the structures and policies I was investigating. With respect to the LEA, in this thesis I focus on the impact of the existing structure on the policy process, rather than changes that had occurred in the structure prior to this research. Subsequent research has pursued the influence of changes in the structure of the LEA on its policies relating to provision of PE and how these were received by schools and teachers, and is reported elsewhere (see Evans & Penney, forthcoming).

Research Design

My research design was guided by my commitment to the progressive development and integration of the theoretical and empirical aspects of the research, and the integration of qualitative and quantitative data in the research process. Essentially the research encompassed four 'phases' (see below) that reflected the planned "progressive focus" (Hammersley, 1986) and utilised different research methods and techniques. Below I outline the different phases of the research and the research timetable. I then discuss the research procedures in detail. My discussion of both the research timetable and the procedures highlights that unavoidably and inevitably there was overlap between the different 'phases' and shows that the research process did not comprise a linear sequence of distinct stages.

The initial phase of the research focused on the identification of the issues and sites to explore in the

research. Documentary research, together with exploratory participant observation and informal interviews (see below) with the LEA County General Inspector for PE (CGIPE) (see chapter 5) contributed to the development of figures 1 and 2 (see chapter 2). The progressive focus was reflected at this stage of the research in the move from 'national' to 'local' documentation and the planning of the investigation within the LEA (see chapter 5). Securing access to various sites was also a concern at this time. Informal meetings suited the need for both exploration and diplomacy aimed at establishing research access within the LEA and to schools.

The second phase focused on the role of the LEA, exploring the ways in which it was influential in determining the provision of PE and sport in schools. Specifically this was concerned with the effects of the LEA's LMS scheme on provision and its policies and actions relating to the forthcoming implementation of the NCPE. The LEA PE inspectors were the primary point of contact within the LEA and the County General Inspector for PE in particular, represented a 'key figure' (see below) in the research (see chapter 5). Participant observation, informal interviews and documentary research were the methods employed in this setting. Participant observation and informal interviews were particularly recognised as able to facilitate the "discovery" of issues and problems (Becker and Geer, 1982) and provide an indication of their relative importance in the policy process. Initial meetings with the LEA PE Inspectors were particularly important in the formulation of a more detailed 'picture' of the areas in which the LEA and other organisations (particularly local authorities and the regional Sports Council) could play a significant role in determining the level and nature of the future provision of PE and sport in schools (see chapter 5).

Research in the LEA, together with that addressing the 'national' context, then guided my investigation of the

school context, which was the focus of the third and fourth phases of the research. In addressing the school context my interest was in exploring differences in the provision of PE and sport both between schools and over time, and the factors underlying variations and changes in provision. Specifically my interest was in pursuing the effects on provision of the introduction of LMS, the NC as a whole, and the forthcoming introduction of the NCPE. Via a mail questionnaire I explored 'what' was being provided and 'for whom', and investigated issues of resourcing to pursue the questions of 'how' and 'why' variations existed and the changes that had occurred in the level and nature of provision. The sample for the survey comprised all the schools that were formula funded and had delegated management in 'phase 1' of the introduction of LMS in the case study LEA (see chapter 5). This included all secondary schools (n=94) and twenty primary schools in the authority. Data from the primary school returns is not reported in this thesis. This data has since been used as the basis for the development of a separate study within the same LEA, focusing on the implementation of the NCPE in primary schools (see Bryant, forthcoming*²).

Questionnaire data, together with that from the LEA and 'national' settings informed the design and focus of the final stage of the research; case study work in a small number (n=7) of selected secondary schools. This aimed to explore in greater depth the key factors and individuals involved in determining the provision of PE and sport in schools, and specifically in 'implementing' the NCPE. The issues to pursue, and the schools and individuals to include in the case studies were decided with reference to the data gathered by this stage of the research and my theorising of that data. The case studies involved informal interviews with headteachers, a deputy headteacher, a head of faculty, heads of PE departments and PE teachers. Observation, informal conversations and documentary research informed the design of these informal interviews and supplemented the data gathered

from them (see chapter 7).

Research Timetable :

Figure 4 below shows the anticipated timetable for the research and the methods to be employed at different 'stages' (see below) of the research. This was regarded as necessarily flexible. Changes, in terms of the sites explored, when, and by what means were all recognised as possible. As emphasised above, the intention and anticipation was that the direction and nature of progress would be informed by the data arising and my ongoing theorising. Below I discuss the research design and modifications to it in more detail.

AUTUMN 1990

Study of relevant
literature and documentation

- > Identification of policy-making sites and "key figures"
- > Informal interviews and discussions with "key figures"
- > Identification and clarification of issues surrounding the effects of ERA on the provision of PE and sport in schools.
Examination of the policy-making process.
Identification and clarification of local issues with respect to the implementation of ERA.
Identification of questionnaire sample and negotiation of access.

FORMULATION OF QUESTIONNAIRE

JAN.'91 PILOT STUDY

APRIL '91 ADMINISTRATION OF QUESTIONNAIRE

- addressing provision for 1989/90 (Pre-LMS);
1990/91 (Yr.1 LMS); and 1991/92 (Yr.2 LMS)
(predicted provision)

Questionnaire analysis
Identification of Case Study schools
Negotiation of access

SEPT.'91 CASE STUDIES

Data analysis
Modification of Questionnaire
Initial writing-up and reporting

APRIL '92 ADMINISTRATION OF QUESTIONNAIRE

- addressing 1991/92 (Yr.2 LMS) (actual provision);
1992/93 (Yr.3 LMS) (predicted provision)

Analysis, Writing-up, reporting.

Figure 4 : Research Timetable

(derived from Penney & Evans, 1991a)

The timetable obviously needed to accommodate the timescale for the implementation of LMS and the NCPE. With respect to the former, the case study LEA's introduction of LMS (see chapter 5) meant that if data relating to provision of PE both pre- and post-LMS was to be gathered, the questionnaire survey needed to be administered during the 1990/91 academic year. As I commenced the research in November 1990, this timescale was tight and the pace of the policy developments associated with the NCPE added to these pressures (see chapter 4). Although I was able to respond to policy developments, the demands of attempting to keep track with the policy process and use the data gathered to actively inform the research at different sites, were considerable. Ultimately I was restricted in the data I was able to gather in my investigation of these developments (see chapter 4).

As figure 4 shows, the intention was that a second questionnaire survey would readdress provision during 1991-92 and investigate that planned for 1992-93. However, responses to the survey carried out in 1991 showed that there was continuing uncertainty surrounding the implementation of the NCPE in schools. Furthermore, it was apparent that little in the way of a response would be forthcoming from schools until the statutory orders for the NCPE were produced (see chapter 6). As these would not arrive in schools until the summer term of 1992 (see chapter 4), it was felt that little further information could be gathered from a questionnaire administered in the 1991/92 academic year. Certainly, the situation did not seem to justify the considerable workload this would entail for both myself and the teachers involved. It was therefore decided not to administer a second questionnaire. In part this decision reflected my increasing sensitivity to the immense pressures teachers were working under (see chapters 6 & 7). The flexibility inherent in ethnographic research enabled this modification of the research design.

Implicit in Figure 4 are distinct divisions between different stages of the research and a sequential pattern to the research process. In these respects Figure 4 is a simplistic and somewhat inaccurate portrayal of the process. The boundaries between different stages or phases of the research were necessarily blurred. The emphasis and priorities changed, but many aspects were ongoing throughout the research and were addressed 'simultaneously' (see chapter 9). My desire to interrogate the links between different sites and issues, together with my commitment to a qualitative methodology and ethnographic principles in the research, necessitated this overlap. For example, although the investigation of the LEA context and role of the PE inspectors occurred primarily during the first phase of the research, I realised that if I was to accurately assess their influence on the implementation of the NCPE in schools, I needed to monitor their role during its continuing development. Therefore, I attempted to maintain contact with the inspectors throughout the research (see chapter 5). Similarly, the "study of relevant literature and documentation" was certainly not restricted to the initial stages of the research. Documentation relating to the NCPE was produced throughout the research and my investigations within both the LEA and school settings indicated that both the LEA PE Inspectors and PE teachers were increasingly focusing their attention on the documentation being produced. I therefore diverted my own energies to examining this documentation and its 'production' both nationally and locally (see chapter 4). These examples illustrate that analysis and reflection were also ongoing throughout the research and actively informed the research design. Although there were specific times during the research when analysis of either quantitative or qualitative data was the focus of attention, analysis was certainly not confined to these periods. Unavoidably and inevitably, data collection involved some degree of analysis. Reflection on all issues, including what data to collect, when and where, and how to analyse

data, was itself analytic. Formally, analysis takes the form of analytic notes, "Informally, it is embedded in the ethnographer's ideas, hunches, and emergent concepts" (Hammersley & Atkinson, 1983, p. 174). As I discuss below, writing was also ongoing throughout the research.

Certainly both the design and timetable for the research were ambitious. However, as I have indicated, I was committed to the view that investigation of multiple sites was essential if the research was to contribute to the understanding of issues that crossed these boundaries. In chapter 9 I return to the nature of the research process and its demands for researchers. Figure 5 is, I feel, a more accurate portrayal of the process in which I engaged. In subsequent chapters I try to illustrate the active integration of the investigations at different sites and between different methods.

THE 'NATIONAL' ; THE 'LOCAL' (LEA); THE SCHOOL
 CONTEXT CONTEXT CONTEXT

STUDY OF 'NATIONAL'
 LITERATURE
 /DOCUMENTATION

-----> STUDY OF 'LOCAL'
 LIT./DOCUMENTATION
 PARTICIPANT OBSERVATION
 INFORMAL INTERVIEWS ----->

-----> QUESTIONNAIRE SURVEY
 <-----
 <-----

STUDY OF NCPE
 DOCUMENTATION

PARTICIPANT
 OBSERVATION

PARTICIPANT OBSERVATION
 STUDY OF DOCUMENTATION

----->

-----> CASE STUDIES
 - Participant
 Observation &
 Informal Interviews

STUDY OF NCPE
 DOCUMENTATION

PARTICIPANT
 OBSERVATION

- Semi-Structured
 Interviews

Figure 5 : The Research Process in 'practice'

Research Procedures

Documentary Research

Documentary material was gathered throughout the research in all the sites investigated. In the initial phases of the research, analysis of this material (see below) guided investigations, highlighting the issues to pursue within the LEA setting (see chapter 5) and in the questionnaire survey of schools (see chapter 6). In the investigation of the LEA and the case studies of schools (see chapter 7), documentation supplemented other data and thereby clarified interpretation and analysis. Additionally, the documentation arising during the development of the statutory orders for the NCPE was itself a specific focus for investigation and analysis (see chapter 4).

Participant Observation

Participant observation and informal interviews (see below) in both the LEA (see chapter 5) and schools (see chapter 7) were important exploratory aspects of the research. Together with documentary material, data from participant observation informed subsequent enquiry, particularly the questionnaire design (see chapter 6), and the design of semi-structured interviews in case study schools (see chapter 7). As we will see, participant observation thus 'set the stage' for "more refined techniques" (Fetterman, 1989) and also served to

...clarify the results of more refined instruments by providing a baseline of meaning and a way to return to the field to explore the context for those (often unexpected) results.

(ibid, 1989, p.45)

Additionally, in my exploration of the NCPE policy texts, participant observation aided the analysis of texts and exploration of the processes of their production (see chapter

4).

Prior to any participant observation I made notes on the issues that, on the basis of investigations up to that point, I felt I needed to pursue. During and after all participant observation I made comprehensive fieldnotes (see below). Within the LEA (see chapter 5) and in the case study schools (see chapter 7) "key figures" (Fetterman, 1989) provided the focus and direction for participant observation and other methods in the former. Participant observation of and informal interviews with the LEA PE Inspectors and the County General Inspector for PE (CGIPE) in particular, was crucial in building a picture of the provision of PE and sport in schools within the authority, the role and influence of the LEA in this, and the effects of the ERA on both of these (see chapter 5). Like Jennings (1977) I used informal conversations and meetings to identify individuals and issues to pursue within the authority. For example, at our first meeting the CGIPE explained the phased implementation of LMS within the LEA (see chapter 5) (fieldnotes, 7/11/90). This information was central to my decision to focus on those schools that were both formula funded and had delegated management, and therefore, the secondary sector. Meetings with the CGIPE also identified and clarified the key issues to pursue with respect to the effects of the ERA on the future provision of PE and sport in schools, including concerns about equipment, transport for PE and the resource implications of PE being one of the last subjects to be addressed in the phased introduction of the NC (fieldnotes, 7/11/90, 15/11/90, see chapter 5). In the case study schools (see chapter 7) both headteachers and heads of PE departments were "key figures". As we will see, heads of PE provided detailed information about the provision and resourcing of PE and sport in their schools, whilst data from headteachers drew attention to the "larger picture" (Fetterman, 1989) or wider (i.e. 'whole school') context (see chapter 2) in which the 'implementation' of the NCPE was occurring. This

information directed me to the issues and individuals to pursue in semi-structured interviews (see below and chapter 7).

Like Burgess (1982,1984) I regard participant observation as best described as a continuum, along which the position of the researcher will vary, both within and between different research settings. The extent of my participation varied, but throughout the research I was certainly more an 'observer' than a 'participant' and would therefore locate myself towards the observation end of the continuum. As I discuss in chapter 9, I increasingly aimed to adopt this location, or a "marginal position" (Hammersley & Atkinson,1983) in order to minimise the extent to which I disrupted the research setting.

Interviews

Within the LEA and in case study schools informal interviews with "key figures" were exploratory, designed to identify and clarify issues and data analysis, and thereby inform the empirical and theoretical development of the research. The interviews were guided by a list of issues, topics and/or themes which had been identified from the data gathered and my analysis of this, but were also flexible. I acknowledged the importance of "active listening" (Hammersley & Atkinson,1983; Burgess,1984) and the need for the issues raised and pursued to be guided by subjects' responses. Via this process the agenda for subsequent enquiries became more specific (see chapters 5 & 7). Semi-structured interviews in the case study schools (see chapter 7) were guided by more specific agendas formulated in this way. However, again an important element of flexibility was maintained with respect to the order of questions and attention devoted to various issues.

Fieldnotes

Data from both participant observation and informal interviews was recorded by making fieldnotes. For the majority of my research I chose not to use a tape-recorder, for several reasons. In my initial investigation of any site I felt that use of a tape-recorder was likely to inhibit the willingness of subjects to talk freely about their situations. For ethical reasons, I rejected the possibility of using a 'hidden' tape-recorder. I was also aware that tape-recording would miss non-verbal communication and details of the physical setting, and that accompanying fieldnotes would therefore be required. In addition, many of the settings I explored featured group discussions that would not have suited recording. Finally, I was conscious of the dangers of accumulating unmanageable quantities of data that needed transcribing. I therefore only used tape-recording to record the semi-structured interviews in case study schools and made supplementary fieldnotes after these interviews, detailing the context, non-verbal communication and my own initial analytical thoughts (see chapter 7).

Throughout the research my fieldnotes were comprehensive, recording in as much detail as my own 'shorthand' would allow, what was said and its context. I endeavoured to use subjects own words and language as much as possible, and used quotation marks in my fieldnotes to indicate exact quotations. In subsequent chapters I use quotation marks to indicate that specific words or phrases were the subjects' own. As soon as possible after the data collection, I supplemented my initial fieldnotes with details of non-verbal communication and the physical setting. At this time I also made initial analytical comments. Later, and again at the earliest opportunity, I then typed up my fieldnotes, also filling them out with any further details the research setting that I could recall, and adding interpretive comments on the data. Pen and paper were therefore a key feature of my research. Only on occasions when I felt that being open about my 'note-taking' may draw particular attention to my identity

as a researcher (and thereby alter my location on the participant-observation continuum (see above)) and in so doing possibly restrict or alter the data I gathered, did I dispose of my notepad and rely instead on memory. Informal conversations at meetings and conferences, for example during lunch and coffee breaks, were such instances. As soon as possible after these conversations, I made fieldnotes recording the conversations and their context. In chapter 9 I discuss the ethical issues raised by these actions.

Questionnaire Survey

Data relating to documentary research, participant observation and informal interviews in the LEA and 'national' settings informed the design of a mail questionnaire. The questionnaire addressed both 'PE specific' and 'whole school' issues and perspectives, the latter relating particularly to the role of the headteacher in the introduction of both LMS and the NC and the resourcing of PE. In the light of the two distinct lines of enquiry, the questionnaire was designed in two parts. Part 1 was directed to headteachers, part 2 to heads of Physical Education departments. To explore the changes in provision as LMS was introduced and as schools were preparing to implement the NCPE three academic years were studied, 1989-90, 1990-91 and 1991-92. In chapter 6 I discuss the questionnaire design in more detail.

Research Diary

In addressing these issues and to aid my reflection, I kept a research diary throughout the project (see Burgess, 1984). This contained notes on all aspects of the research, including thoughts and ideas relating to data, theoretical and methodological issues, and comments on my own position and role as the researcher. I also addressed ethical issues I encountered in the research (see below). The diary provided a

unique record of the research process and was itself an important analytic tool (ibid,1984). The act of keeping a research diary also helped me to cope with the uncertainties and feelings of insecurity arising from my qualitative and ethnographic approach (see chapter 9).

Data Analysis

As indicated earlier, data analysis was not a distinct stage of the research. Rather, it continued throughout the research process. The focus of analysis was the progressive identification of themes, categories and concepts that would describe and explain the policy process, and the research needed to pursue these. Reading, reflection and re-reading were key features of analysis. To a great extent data analysis was "...a process of making sense, of finding and making a structure in the data and giving this meaning and significance..." (Jones,1985,p.263). To this end I read and made notes from documentary materials. These notes identified 'key issues' and often included my own interpretive comments, relating to other data, theoretical ideas or my plans for further enquiry. As explained above, my fieldnotes from participant observation and informal interviews were similarly analytical. By making and re-reading these notes and fieldnotes, I gradually identified not only empirical issues to pursue, but also developed theoretical ideas with respect to the process I was exploring, and addressed how to explore the interests arising. Regularly throughout the research I recorded my emerging interests in the form of agendas formulated prior to participant observation or interviews, the framework for the investigation of the LEA (see chapter 5) and various drafts of my questionnaire (see chapter 6). However, my research diary (see above) provides by far the most comprehensive record of the ongoing analysis. Re-reading my diary entries was itself a valuable analytic activity, helping me to trace and reflect on the empirical and theoretical development of the research.

Data analysis not only actively informed data collection; but these were simultaneous activities (see Burgess, 1984). Developing and pursuing emerging ideas and issues was an integral part and aim of both participant observation and informal interviews. Particularly in my case study investigations (see chapter 7), I was aware that whilst collecting data, I was also engaging in analysis, thinking about the implications of what was being said or what I observed for the issues that I would then address, my theorising of the policy process and plans for subsequent investigations. This reflexivity highlighted that the analysis of qualitative data "...involves processes of interpretation and creativity that are difficult and perhaps somewhat threatening to make explicit" (Jones, 1985, p.263).

My analysis of the questionnaire data (see chapter 6) reflected the more structured nature of that data. Quantitative data was coded and computer analysis undertaken using SPSS/PC. The focus of my statistical analysis was description. In chapter 6 I discuss the potential for and limitations of more complex statistical analyses. Qualitative questionnaire data was recorded in code books and in some cases, categories were then identified to code responses for statistical analysis. In Appendix D I describe the analysis of the questionnaire data in more detail. Here I stress that the act of reading and coding the responses was itself an important aspect of data analysis, providing an invaluable familiarity with the data gathered and guiding the subsequent analysis.

With respect to the recorded semi-structured interviews in case study schools (see chapter 7), the limitations of time have restricted analysis of this data to date. Rather than undertake full transcriptions, I listened to the interviews and thereby reinforced my familiarity with the data. For the purposes of this thesis this data has therefore supplemented my own fieldnotes. It is hoped that subsequent work will draw

on this material more fully.

Certainly, writing also (both of my diary and research papers) proved a valuable analytic tool, particularly in the development of my theoretical framework (see chapter 2). The act of writing promoted reflection on the data gathered and a written text provided the necessary 'distance' for reflection on my analysis and theorising of the data. Texts also enabled me to pursue and consider others' responses to my work and to some extent fulfilled my desire to actively disseminate the research (see chapter 9).

Ethical Issues

The sites encompassed in the research and the variety of methods employed raised many ethical and political issues. Like the values and interests of the researcher, such problems can never be eliminated from research (Burgess, 1984). However, reflexivity played a key role in sensitising me to these issues (ibid, 1984). Here I address two problematic issues that I, like many researchers, had to address; anonymity and 'confidential information'. In chapter 9 I discuss other dilemmas that I encountered in this study.

Anonymity

The use of pseudonyms can never guarantee that individuals will not be recognised by themselves or others (Burgess, 1984). This is equally true of research settings. Furthermore, if one is stressing the importance of contextual factors, detailed descriptions are required, which will obviously increase the likelihood of recognition. In this research I stressed that the structure, geographical features and location of both the LEA and schools were important aspects of context (see chapter 2) in the policy process. Despite the chances of recognition, I have therefore rejected the possibility of attempting to disguise identities

by altering features. Like Burgess (1984) I regard this strategy as representing a distortion of data. Nevertheless, I was concerned to protect the professional interests and therefore the identities of individuals. Therefore, although the case study LEA had no objections to its identity being revealed, in this thesis I have not named the authority nor any of the sites and individuals within it. To maintain this anonymity, referencing of LEA and school documentation is also coded. Despite these measures, detailed description may mean that the sites and individuals are identifiable to some readers. Accordingly, I have attempted to be sensitive to the potential implications of what I report in this research, but nevertheless portray as full and accurate a 'picture' as possible.

A further hope is that anonymity may in some respects widen the receptive audience for this work. If the authority was named, there may be a tendency for those outside the case study authority to regard the research as not relevant nor applicable to their own situation. Whilst I stress that the findings reported are not generalisable in a complete form, many of the issues raised are pertinent and applicable to experiences in other LEAs (see chapter 9). With the authority remaining anonymous, more readers may be encouraged to relate the findings and events reported here to their own experiences.

'Confidential' Information

Like other policy researchers (McPherson & Raab, 1988) I faced dilemmas associated with being given information 'in confidence'. In my investigation of case study schools (see chapter 7) some information was clearly provided with the expectation that it would be reported unattributed and as indicated above I have attempted to protect identities through anonymity. However, I also faced situations in which even unattributed reporting was clearly perceived as a threat

to subjects' professional interests. In these instances I have respected the interests of the individuals involved and do not explicitly report the data concerned. Unfortunately, this decision does not remove the problems or dilemmas arising in these situations. I was aware, like Burgess (1984) that having read a 'confidential' document, or listened to a subject outlining something 'in confidence', I had gleaned data from the research setting that I would not and could not forget. Unavoidably such data influenced, to some degree, my analysis. I faced the dilemmas of whether or not to record the data and thereby acknowledge its existence and potential influence in the research process, and of how, if at all, to report both the data and its influence in the research. I chose to record the data, its context and my reactions in my fieldnotes and research diary. Although I make no direct reference to such data in this thesis, I acknowledge that my interpretation of other data and further investigations were to some extent influenced by knowledge that I gained 'in confidence'.

Writing : Continuing a qualitative, reflective approach

As the research progressed, I increasingly viewed the structure of my thesis as highly problematic. In accordance with my commitment to reflexivity I have addressed this issue both in the 'act' of writing and explicitly in this text. Elsewhere I have discussed in greater depth the issues I raise here (see Penney with Evans, 1993).

Others have voiced similar concerns to my own. Hammersley and Atkinson (1983) describe how invariably writing a thesis is regarded as a somewhat straightforward act; "... after the research is "completed" then the "results" are presented through the "neutral" medium of conventionally organised reports" (ibid, 1983, p.207). They explain that this approach is problematic for ethnographers, since "... the logic of ethnography, and the data so produced, do not readily lend

themselves to such conventions" (ibid,1983,p.207).
 Furthermore, "... the reflexive observer will be acutely aware of their conventionality" (ibid,1983,p.207). Like them I was aware that "... just as there is no available neutral language of description, so there is no neutral mode of report" (ibid,1983,p.207) and that

It is no good being reflexive in the course of planning and executing a piece of research if one is only to abandon that reflexivity when it comes to writing about it.

(ibid,1983,p.209)

My knowledge of what was the expected and acceptable format for a thesis centred on what I would describe as the 'traditional' approach, as outlined by Phillips and Pugh (1987) :

A thesis should contain a review of relevant literature, a description of what has been done, what came out of this, a discussion of these results and finally some conclusions that can be drawn and suggestions for future work. Stated baldly, these sections are :

Introduction (including Aims)
 Literature survey
 Method
 Results
 Discussion
 Conclusions

These general sections can be further subdivided into relevant chapters, depending on your discipline and topic.

(Phillips & Pugh,1987,p.57)

Given my emphasis of the ongoing development and integration of theory, data and methods in the research, this arguably rigid structure seemed inappropriate. The research process I had engaged in had not comprised either the distinct stages nor a neat linear sequence as implied by this structure. However, advice on alternative structures was scarce and did

not provide clear guidance for my work. Although Hammersley and Atkinson (1983) outline five "textual strategies" for structuring a thesis, they note significant shortcomings in each and conclude that any one strategy will rarely be adequate. Their advice is that different parts of the text may be organised according to different strategies and the precise "mix of styles" necessary will depend on the specific project. Much of this thesis reflects what Hammersley and Atkinson (1983) describe as "thematic organisation"; organization centring on categories, such as the actors involved or institutions/settings. In Hammersley and Atkinson's view the potential drawback of this approach is the orthodox nature of the categories, which they state may lead one towards equally orthodox themes. My own concern was that a format based on such categories would inhibit the exploration of the inter-relationships within the policy process and therefore obscure the importance of these relationships. In the following chapters I therefore draw particular attention to the links between different sites and different issues. With the exception of chapter 4, the focus of these chapters matches the chronological progression of the research. Discussion of the NCPE as a policy 'text' (see chapter 2) appears 'ahead' of the chronological position of the research that focused on its 'production'. I felt that an outline of this development and the issues arising was an essential pre-requisite to the discussion of both the LEA and school contexts.

A further issue raised by this research that other writers do not appear to have addressed relates to the fact that my research was an integral part of a wider research project, involving not only myself, but other researchers. In developing the project and therefore the research reported here, I worked closely with John Evans, the research director. Throughout the research decisions and actions relating the questions posed, methods employed, data collected, analysis of this and theorising of the policy

process, followed many informal discussions and debates between ourselves. In what was essentially a partnership it is arguably impossible to determine to whom specific ideas 'belong'. During the development of our theoretical ideas, it was apparent that our views and opinions differed in some respects. We then experimented with the use of initials bracketed within the text in an attempt to indicate individual contributions/opinions (see Penney & Evans, 1991b). However, this was a rare instance of an identifiable difference in our thinking. In general our views were compatible and accordingly, we have used "we" and "us" in the publications to date associated with our research. Nevertheless, throughout the research I remained highly reflexive, problematising and questioning the empirical and theoretical development of the research and the influences on those developments. I have therefore defined and addressed issues in my own terms. It is that work which is documented in this thesis.

Endnotes

*¹ "NCPE as a 'text'" in this instance refers to the NCPE documentation produced by the NCPE working group, NCC and DES (see chapter 4). In chapter 2 I discussed the concept of a policy 'text' in relation to my development of a theoretical framework and explained my anticipation that LEAs and schools would produce their own documentation, and therefore policy 'texts', addressing the NCPE.

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CHAPTER 4 :
THE 'MAKING' OF THE NATIONAL CURRICULUM FOR
PHYSICAL EDUCATION

In chapter 2 I stressed that the development of the NCPE would not cease with the publication of the statutory orders. However, I also acknowledged that the 'implementation' of the NCPE would be framed (see chapter 8) by the texts (written and spoken; see chapter 2) accompanying the development of orders. This chapter reports on the research that explored these texts, the processes of their 'production' and their implications for the subsequent 'implementation' of the NCPE. In locating these interests and defining the terms I use, I draw on Bernstein's (1990) and Lundgren's (1977) work and the concepts incorporated in my own theoretical framework (see chapter 2). Essentially, I explore the NCPE in terms of the discourses and ideologies (see chapter 2) that were contained, omitted and privileged in the written texts and the debates accompanying their development. Like Bernstein, however, I acknowledged the need to accompany such analysis with an investigation of the processes or mechanisms (see chapter 2) of text production. In my discussion below, content analysis of policy texts is therefore embedded in the exploration of the dynamic of text production. I pursue what factors, organisations and individuals were influential in determining the content of texts and debates during the development of the NCPE; what and who framed text 'production' (see chapter 8). As we will see, these issues and the texts themselves represented important aspects of the context (see chapter 2) in which the NCPE was later 'implemented'.

My discussion in this chapter follows the chronological development of the NCPE as a policy text and focuses on the relationships between the texts, the LEA (see chapter 5) and teachers. I illustrate how the principle of classification (Bernstein 1990, see chapter 2) by which the NCPE was defined was established and progressively reinforced in the policy process and address the issues underlying the content of the text and mechanisms of its production. I highlight how both of these were shaped by the wider economic and political

context of the policy process. In Bernstein's (1990) terms the investigations I report were concerned with the "official recontextualising field", although as I discuss later, I regard his labelling and identification of fields and contexts as problematic (see chapter 8). My interest was primarily but not exclusively concerned with the policy process at the national 'level' (see chapter 2).

Methodological Issues

The investigations reported in this chapter combined documentary research with participant observation (see chapter 3). Policy documentation produced by the NCPE working group, the National Curriculum Council (NCC) and the Department of Education and Science (DES) and responses to these texts provided data for my research. This data was supplemented and complemented by fieldnotes from my attendance of meetings, seminars and conferences (organised by PE professional associations, the NCC and LEA) that were associated with the 'production' of the NCPE. Appendix B details the documentation gathered and meetings and conferences attended.

The texts and debates reported in this chapter addressed the NCPE in both the primary and secondary phases of education. Although common concerns were apparent, my investigations highlighted the differences between these two educational settings and the importance of these differences in the policy process. The primary and secondary sectors were primarily concerned with different policy texts (i.e. that relating to key stages 1 and 2, or 3 and 4 respectively; see chapter 1) and represented very different contexts in which the 'implementation' of the NCPE would occur. Specifically, the two sectors differ in the human and physical resources available for PE. In particular, the absence of subject-based departments in primary schools meant that the development of the NCPE gave rise to different issues and boundaries for

debate in the primary and secondary sectors. In drawing attention to these issues, the various conferences and meetings reported in this chapter confirmed my anticipation that I could not realistically study both sectors *and* maintain the depth I desired in the investigation. As explained in chapter 3, the secondary sector became the focus for my enquiries and the discussion below reflects that. Similarly, although I make some reference to the NCPE working group (WG) and its relations with other organisations and individuals, I stress that the WG was not the focus of my enquiry. Evans (1993)*¹ research has explored the work of this group in greater depth and some of the issues I discuss in this chapter are therefore developed further elsewhere (see Evans & Penney with Davies, 1993).

The investigations reported in this chapter highlighted the ability, via an ethnographic approach, for my research to respond to developments in the process I was investigating. However, they also illustrated the demands and limitations of research that attempts to operate simultaneously at multiple sites (see chapters 3 & 9). Specifically, my data relating to the response to the final report from the NCPE WG (see below) is limited. Although I wrote to all those groups I had contacted following the publication of the IR, I did not receive replies from them all and was unable to chase up responses. Appendix B details the data gathered. Similarly, I was only able to attend two of the NCC conferences that followed the publication of their consultation report on the NCPE (see below).

Background

There appeared to be a standardised process for formulating the NC for each of the core and foundation subjects. Under the terms of the ERA a non-statutory working group (WG) would be appointed by the Secretary of State (SoS) to recommend the attainment targets (ATs) and programmes of study (POS) (see

chapter 1) for the National Curriculum for Physical Education (NCPE). The group's recommendations would form the basis of the SoS's proposals for the NCPE. The NCC would undertake statutory consultation on these proposals and make recommendations to the SoS. Draft orders would then be prepared, which following a period for comment, would go to parliament (DES,1989). The statutory orders arising would define the PE that was to be the "entitlement" for all pupils in all state schools in England and Wales (ibid,1989b).

In this chapter I highlight the strength of framing (Bernstein,1990; see chapter 2) inherent in these "arrangements" (Hill,1980) for the development of the NCPE. Crucially, the process clearly distinguished between "transmitters" and "acquirers" of the curriculum (Bernstein, 1990) and, as I discuss below, empowered the SoS to select the "transmitters" and direct their work. Firstly, however, I draw attention to the limits to the 'standardisation' in the policy process. As we will see, this had important implications for the development of the NCPE.

Outlining the NC, the DES (1989b) stated that

The extent to which attainment targets and programmes of study aim to cover the ground in each foundation subject area will vary....For music, art and PE, there are likely to be very general national targets, supported by non-statutory guidance which reflects the different traditions and circumstances of schools, the varied skills of teachers and the need to accommodate a wide range of ability, aptitude and interest among pupils.

(ibid,1989b,4.16-4.17,my emphasis)

Additionally, the ATs and POS would "... reflect general assumptions about the amount of time appropriate for the core and other foundation subjects in the curriculum..." (ibid, 1989b,4.3). This was the first indication that subjects would be differentially treated in the NC and that PE was one of the subjects accorded a seemingly low status. The DES'

'explanation' for the "very general" requirements that were anticipated in PE failed to acknowledge that differences between schools, teachers and pupils are matters of relevance in all subject areas. Furthermore, the statements explicitly acknowledged inequalities between curriculum subjects with respect to status and the time and other resources they are allocated in schools. The indication was that these inequalities would be accommodated within (and thereby reinforced by) the NC. The timetable for the phased implementation of the NC confirmed this view. The introduction of the NC for maths, science and english began in 1989, followed by that for design and technology in 1990, geography and history in 1991, and modern languages, art, music and PE in 1992 (ibid,1989b).

There were to be no statutory requirements for the curriculum time to be allocated to different subjects within the NC. Consequently, as the implementation of the NC progressed, curriculum 'overload' became an increasing problem, with more subjects demanding increased timetable time to meet the requirements of the NC. The 'positioning' of PE late in this implementation meant that the NCPE was being developed at a time when schools were struggling to 'fit' the requirements of the NC into their timetables (Graham with Tytler,1993; see chapter 6). The ATs and POS outlined in the NCPE were increasingly regarded as crucial with respect to the 'claim' that PE would be able to make for time and other resources in schools (see below). However, there was little agreement amongst physical educationalists (see chapter 1) and other interest groups (see below) on what should be incorporated in the NCPE and the relative contribution that different aspects should make to the PE curriculum. Particularly contentious was the place of competitive sport in the PE curriculum (see chapter 1). Who was included in the NCPE WG charged with developing the NCPE was a crucial step in determining the interests and ideologies that were included, omitted and privileged in the NCPE. The ERA empowered the SoS to

determine this membership and draw up terms of reference for the working group (Maclure,1989).

The NCPE Working Group

John MacGregor, then Education Secretary, announced the membership of the WG for PE on 11 July 1990 (DES,1990). Ian Beer, the Headmaster of Harrow School, was named as the chair of the group. MacGregor explained that the group included "... a range of expertise, including professional sportsmen, practising teachers and educationalists, as well as representatives from the business world" (DES,1990,p.1). The "professional sportsmen" were John Fashanu and Steve Ovet. The business representatives came from IBM and the National Westminster Bank. The 'educationalists' included Elizabeth Murdoch, Head of Chelsea School of Human Movement, Margaret Talbot, Head of Carnegie PE Department at Leeds Polytechnic, a Primary School headteacher, two deputy headteachers who were formerly PE teachers, a professor in geography who had previously contributed to a report on outdoor education, and a lecturer who had been a member of a review group on people with disabilities. Also included in the group was the director of an Arts Education project. The group contained no practising PE teachers.

As the SoS was empowered to select the group, it is not surprising that the membership seemed to reflect the restorationist interests of central government that were embedded in the NC (see chapter 1). Specifically, the selection of the chair from a public school renowned for its sporting traditions, the emphasis of the chair's and other members' own sporting achievements (see DES,1990), and the inclusion of two professional sportsmen, all indicated that PE was being equated with sport. The membership of the group was a symbolic representation of what, in the government's view, PE ought to be. Whilst 'sport' was empowered (see chapter 8) via the membership of the group, other interests,



and in particular health education, were essentially excluded. The government's wider concerns with respect to future educational provision; the need for efficiency and accountability, were also reflected in the selections. The inclusion of representatives from the business world demonstrated the government's ability to empower a 'new' interest group (see below) in the policy 'making' process.

In making these selections the SoS had begun the process of establishing the principle of classification for the NCPE and the "voices" that would be heard in its development (Bernstein,1990; see chapter 2). Whilst the members of the group were not formal representatives of particular 'lobbies' in PE, they were recognised as individuals who could speak for particular areas (such as outdoor pursuits and dance) and thus with a particular "voice" (ibid,1990). In the government's view, areas of activity were the defining feature of PE (Evans,1993*¹). Outside of the group, each area had its own 'followers' or 'interest group', comprising individuals who privileged a particular discourse within PE. As we will see, in emphasising their 'own' discourse, different groups produced distinct "messages" (Bernstein,1990) that reinforced, rather than challenged the principle of classification (ibid,1990) established by the SoS. As I discuss below, this classification limited the 'choices' in terms of curriculum design that were then 'available' in the development of the NCPE. Selection thus marked the starting point of the establishment of discursive frames (see chapter 8) that as we will see, operated throughout the policy process. Via policy content (i.e. the ERA and specifically the empowerment of the SoS to select the NC WGs) the government had established the mechanisms that facilitated 'control' of the classification of the curriculum (see chapter 8).

Additionally, these "arrangements" (Hill,1980) and the SoS's selections for the NCPE WG meant that the 'making' of the

curriculum was strongly framed. PE teachers were clearly defined as the 'receivers' or "acquirers" (Bernstein,1990) of the documentation. Commenting on the inclusion in the WG of Steve Overt and John Fashanu one observer said :

I remain puzzled as to whether it is their high degree of sporting talent or their artistry with TV commentary which apparently has given them such valued insight into the needs of children. Their selection seems a bit like asking a Formula 1 racing driver's advice on how to design a new public transport system.

(Fox, 1992, p.8)

Fox (1992) 'spoke from' one particular interest group within PE, that of health. He was the carrier of a specific discourse (see chapter 2), expressing a "sub-voice" (health) within the "voice" of PE (Bernstein,1990; see chapter 2). All PE teachers would not agree with or share many of his views. However, in this instance he captured the sentiments of those outside this interest group. Others (for example McNab,1992) not directly associated with the health 'lobby', similarly perceived the group as comprised of 'outsiders', 'out of touch' with the 'realities' of PE teaching in schools. In contrast to these views the deputy heads within the group regarded themselves as practitioners, and PE specialists, who would be able to combine this specialism with a view of the whole curriculum and the logistical difficulties the NC posed with respect to timetabling and resourcing in schools (Evans,1993*¹).

Terms of Reference for the Working Group

The ERA also empowered the SoS to detail the expected format for the group's recommendations for the NCPE, the approach they should take in their work and the timetable within which they were to accomplish this. These "arrangements" for policy 'making' (Hill,1980) reinforced the strength of framing (Bernstein,1990) inherent in text 'production' at this

'level' (see chapter 2) of the policy process. The terms of reference (see Appendix B) confirmed the anticipation that the recommendations for PE would be less prescriptive than those for other core and foundation subjects within the NC. It was stated that

It is the task of the PE working group to advise on a statutory framework which is sufficiently broad and flexible to allow schools wide discretion in relation to the matters to be studied.

(DES,1990,p.4 underlining removed)

The statutory requirements for PE were to comprise end of key stage (EofKS) statements expressing in "broad terms" what "... pupils of different abilities and maturities can be expected to achieve at the end of the key stage..."

(DES,1990,p.4). In contrast to other curriculum subjects, the accompanying statements of attainment in ten levels, designed to help teachers "...plan for continuity and progression and to identify both high attainers and those in need of extra help..." (DES,1990,p.4), would be *non-statutory*.

These terms of reference created a very specific context (see chapter 2) for the development of the NCPE. Although as we will see, in some respects the WG challenged the government's interests and members of the group have stressed that they worked *within*, but not *constrained by* the terms of reference (see Evans & Penney with Davies,1993), the terms of reference identified clear boundaries for the debates that would arise in the 'making' of the NCPE, and therefore also what would emerge in terms of a definition and outline of PE. The requirement was for a structure and recommendations that were not prescriptive and would therefore minimise resource implications. The NCPE was to be a "skeletal" policy (Hill,1980), which as we will see, would essentially leave the definition (within the established boundaries; see below) of what was to comprise the NCPE to those charged with its 'implementation'. In both their interim report (DES & Welsh

Office (WO),1991a) and final report (DES & WO,1991b) the group explained the difficulties it experienced as a result of these terms of reference, stating in the latter "We found that the remit to provide a less prescriptive structure than for other foundation subjects made our work more rather than less difficult" (DES & WO,1991b,p.3). Additionally the group was required to design a curriculum without being given any indication of the curriculum time to be allocated to PE (DES & WO,1991a).

The text of the terms of reference and its omissions (in particular the absence of any recommendation with respect to curriculum time for PE) illustrated that as well as creating a particular context, the terms of reference were themselves influenced by the context in which they arose, and in which it was anticipated that the NCPE would be 'implemented'. Timetable pressures could not be ignored in the development of the NCPE (see Graham with Tytler,1993). As we will see, the scope and content of the NCPE had to acknowledge that in many cases there would be little 'space' for PE in the curriculum. Equally, other resource implications, particularly facility requirements and staff expertise, were issues that unavoidably influenced proposals for the NCPE. Under the terms of the ERA, it was LEAs and schools, rather than the government, that had to address the resource implications of implementing the NC (DES,1989b; Davies et al,1990). In the absence of any major government investment, the economic context associated with the NCPE was one of scarce and increasingly threatened resources (see chapters 5 & 6). This context represented a very real constraint in the development of the NCPE, which was reflected in the WG's terms of reference.

The timescale for the development of the NCPE was also a constraint in the policy process. The WG was asked to outline its provisional thinking on ATs, EofKS Statements and POS in an Interim Report to be submitted to the SoS in just 5 months

(by 31 December 1990). The end of June 1991 was the deadline identified for their final report "... setting out and justifying..." their recommendations on attainment targets and programmes of study for the NCPE (DES,1990,p.5). The WG was advised that it "... should consult informally and selectively with relevant interests" (ibid,1990,p.5) and have regard for the NC developments in other subjects, particularly music and art (ibid,1990,p.5). Who was regarded as "relevant interests" was not defined, but the tight timetable clearly restricted the consultation that was possible and the range of interests that could be considered in the development of the NCPE. As we will see, time pressures contributed to the WG's reliance on the 'advice' of 'established' interest groups. One member of the WG has identified the limitations of time as restricting the ability of the PE "profession" (see chapter 1) to influence public policy, explaining that the "...volume of response to the interim documents..." (see below) "...was vast and posed a problem of analysis within the time available" (Murdoch,1992,p.18).

Production of the Interim Report

By its 'selections' and the remit provided for the group's work, it seemed that the government had ensured it would 'control' the development of the NCPE. As indicated, the principle of classification (Bernstein,1990) was apparently established and the framing of the 'production' of the NCPE seemed very strong. However, members of the WG were drawn from many sites, both within and 'outside' of education. Each site had its own 'context' (see chapter 2) and all the members had their own personal interests and came to the group with their own agendas for the development of NCPE (Evans,1993*¹). As we will see, the group showed that there were inevitable limits to the 'control' of any individuals and such a diversity of interests in the policy process. As I discuss below, despite the apparent dominance of the 'sport'

voice amongst the membership of the WG, it was the 'educational' voice that was privileged in the group's Interim Report (IR) (DES & WO,1991a).

Governing bodies of sport and other sport organisations, dance organisations, outdoor education, special educational needs and health education organisations, regional Councils for Sport and Recreation, some LEAs and national PE organisations (the British Association of Advisers and Lecturers in Physical Education (BAALPE); the British Council of Physical Education (BCPE); the Physical Education Association (PEA) and the Standing Conference on Physical Education in Teacher Education (SCOPE)), were all amongst those who submitted "evidence" and "advice" to the group (see DES & WO,1991a). However, not all of the groups (and therefore their 'advice') received equal attention, and the status accorded to different interests was significant in the development of the NCPE. The Sports Council was one of the organisations specifically invited to present written "evidence" to the WG (Pickup,1990). However, apparently the most significant presentation to the WG was a report from the BCPE, which it was stated "... greatly assisted the Group's work..." (DES & WO,1991a,p.1). The influence of this report may be seen as reflecting the relatively superior status of the BCPE in the eyes of the WG, or as demonstrating the ability of an interest group's proactivity to enable it to achieve such status. Murdoch (1992) has reported that

The setting up of the BCPE interim working group in the months prior to the official group allowed for a contribution to policy that was not replicated in other Subject Groups.

(ibid,1992,p.18)

However, Evans' (1993)*¹ research has indicated that the privileging of this text (and therefore, the 'acceptance' within the WG of it's dominant discourse, see chapter 2) was, nevertheless, something that the physical educationalists

amongst the group had to 'fight for' (see Evans & Penney with Davies, 1993). The discourse of the BCPE report was that of education, rather than sport, the focus of attention being on the child in PE, rather than the activity being pursued. The acceptance of the report and this discourse was an important step in defining the NCPE. As we will see, other submissions to the group appeared to have little impact on subsequent recommendations. For example, the view of the National Dance Teachers Association (NDTA) was that there should be a separate profile component² for dance, and that the BCPE's proposals for ATs for PE were inappropriate for dance (NDTA, 1990).

The Interim Report (IR)

The IR was the first document to be presented by the WG to the SoS and those who would be faced with 'implementing' the NCPE. As such it was the reference point for the continued development of the NCPE, and was critical in defining the format and content of the NCPE. Although the modifications to the text of the IR were subsequently the focus of much debate, the importance of the IR in framing (see chapters 2 & 8) subsequent agendas and debates should not be ignored. My concern in this chapter is to explore the dynamic between the texts of the NCPE, LEAs and teachers. Below I therefore discuss the text of the IR, the reactions to that text, and the implications of the text and the reactions for the development of the NCPE. The processes by which the IR itself was produced have been discussed elsewhere (see Evans & Penney with Davies, 1993).

Defining the NCPE

The IR detailed a comprehensive rationale for PE, stressing the cognitive as well as practical aspect of the subject, which teaching and learning needed to reflect. The active role of the teacher and pupils in curriculum design and

'delivery' was emphasised. The report stated

Children who are required to make few decisions themselves and who merely respond to instructions are likely to acquire accurate physical skills, but are unlikely to develop judgement, adaptability or independence.

(DES & WO,1991a,1.27)

The attainment targets proposed in the report reflected and reinforced this rationale. Three ATs were identified as the fundamental components of progressive development in PE; (i) planning and composing; (ii) participating and performing and (iii) appreciating and evaluating. The earlier BCPE report had adopted a child-centred rationale and identified knowing, doing and understanding as the three key components of PE (BCPE,1990). This rationale and structure privileged a child-centred approach in PE and contrasted sharply to a view of PE focusing on sport. From that perspective PE is essentially about improving performance in specific activities (and in particular team games) through the attainment of specific skills. Kenneth Clarke's letter of response to the WG's IR (Clarke,1991,see below) made it very apparent that he was the carrier of a discourse that privileged sport and that the IR, in privileging an educational discourse and language, was regarded as a direct challenge to the government's view of PE and what was therefore considered the 'appropriate' text for the NCPE.

With respect to the POS, the IR identified six categories of activity as the basis of a balanced PE curriculum; games activities, dance forms, gymnastic activities, athletic activities, swimming and water-based activities, and outdoor education and adventure activities (DES & WO,1991a). The WG's recommendation was that pupils should experience all six areas of activity in KS 1,2 and 3, and in KS4 at least three areas including games and either gymnastics or dance. Sport and competitive games were identified as "... an essential

part of any programme of physical education" (ibid,1991a,p.12), but the need for balance in PE was also stressed. The report detailed the different learning opportunities offered by dance and outdoor education and stressed the particular benefits of a residential experience within outdoor education. Within the framework of areas of activity, four elements were identified that should 'permeate' the PE curriculum; (i) health and safety education, (ii) personal and social education, (iii) sensory experience and aesthetic expression and appreciation, and (iv) equal opportunities.

These proposals signalled certain tensions within the text of the IR. Whilst the rationale and the chapter addressing "Important Issues Particular to Physical Education" privileged a child-centred educational discourse and emphasised balance in PE, this was not reflected in many of the recommendations that followed. The outline for the POS defined PE as comprising a set of activities. Although issues such as personal and social education were identified as permeating the areas of activity, they were not discussed in relation to the ATs or POS. The text addressing the POS focused on the areas rather than the themes. There was therefore an implicit hierarchy within the text; the permeating themes were effectively subordinated in relation to the areas of activity. As we will see, this was certainly how the text was interpreted by some. Additionally, to emphasise the need for a broad and varied programme of activities in the PE curriculum, the text emphasised the differences between the areas of activity. However, in so doing it also reinforced the boundaries between the areas (and therefore the classification giving rise to them (Bernstein,1990)) and reduced the likelihood of those interpreting the text focusing on possible links between different areas (i.e.the themes). In this respect, not only the content but also omissions in the text of the IR were important. *How* the themes were to be expressed through the

areas of activity was not explained. The link between the themes and areas therefore remained essentially implicit. The text appeared to support Maw's (1993) view that *either* collection *or* integrated codes (Bernstein, 1990; see chapter 2) will be dominant in a text. In the NC separate subjects were the "power base" (ibid, 1993); in the NCPE areas of activity had a similar status.

Had the position of the areas of activity and the permeating themes been reversed in the text of the IR, a very different definition of PE; one which privileged the personal, the social and the importance of equity principles in PE, would have been provided. With such a format, the themes would have been the central focus of the curriculum, with the end of key stage statements and POS explicitly relating to the themes. Schools could then have had some degree of choice with respect to the activities through which they chose to fulfil these. Politically such a format was never a realistic possibility in the development of the NCPE. There was neither sufficient support nor pressure within the group to ensure that this more 'radical' definition of education would find a place in a NCPE. The WG had neither the time nor the collective inclination to consider 'alternative structures' for the NCPE (Evans, 1993)*¹. Historically PE had been defined as a subject comprised of largely distinct areas of activity, and that was the definition and format adopted in the BCPE report. The WG did not see the need to 'redefine' the subject. Any inclusion of these issues in the text of the NCPE was regarded as an 'achievement' by the educationalists within the WG (ibid, 1993)*¹. However, as we will see, once defined as permeating themes, their expression in 'practice' was far from guaranteed.

Like the NC, the structure of the NCPE thus featured strong classification (Bernstein, 1990; see chapters 1 & 2). Furthermore, the curriculum content appeared largely 'set' rather than a matter for negotiation between the teacher and

pupils, thus suggesting similarly strong framing (Bernstein,1990; see chapter 2). Once again there seemed a contradiction within the text of the IR. The child-centred rationale would have been expected to be associated with relatively weak framing. However, Graham with Tytler (1993) has drawn attention to the fact that structures with weaker classification and framing could be expected to give rise to lower staff-pupil ratios and would therefore be more expensive to resource. Didactic teaching methods and thus stronger framing were more in line with the government's fiscal interests.

At a glance the structure presented in the IR appeared not to differentiate between the different areas in terms of their status. However, a hierarchy was implicit in the text of the IR. The WG's recommendations for KS4 privileged games and to a lesser degree, gymnastics and dance. Also, whilst stressing "balance" the report did not state that there should be an equal allocation of time between the different areas of activity. It would be for schools to decide what time was to be devoted to different areas and the activities within these. As we will see, this was a crucial aspect of 'flexibility' in the requirements for the NCPE, that meant that the PE curriculum that constituted the NCPE could vary greatly between schools. In their response to the IR, one of the PE professional associations identified this omission as threatening the chances of the NCPE *ensuring* the delivery of a balanced PE curriculum in *all* schools (SCOPE,1991). Similarly, although the report defined PE in terms of the three ATs and thus appeared to emphasise the educational rationale, the second AT, "Participating and Performing", was identified in the text as "...the single most important element of attainment within physical education,..." (DES & WO,1991a,p.26). This was a point Kenneth Clarke highlighted in his response to the IR and used to locate his request for there to be a single AT in PE (Clarke,1991; see below).

Resourcing the NCPE

The IR also addressed the resource demands of the proposals for the NCPE. In a letter to the SoS that accompanied the WG's report, Ian Beer stressed that in making its recommendations for the NCPE the WG had acknowledged and tried to accommodate the central government's concerns with respect to the resourcing of PE. He drew particular attention to their proposals for swimming and outdoor education, saying

We do of course appreciate the resource implications of these recommendations. However, after very careful consideration we concluded that these two elements of physical education were too important to leave to chance and should be an entitlement for all young people under the National Curriculum.

(Beer, 1991)

In addressing resource issues the chair legitimated economic concerns and the government's discourse as an integral part of the text of the NCPE. As we will see, this opened the door for subsequent texts to centre on economic rather than educational issues.

The Secretary of State's Response to the IR

The SoS was the first to clearly privilege issues of resourcing in addressing the curriculum design for the NCPE. In his letter of response to the IR (see DES & WO, 1991a) Kenneth Clarke 'reminded' the WG that the POS for PE should "...not be too detailed and should contribute to a sensible non-prescriptive statutory framework for PE" and that the end of key stage statements should be "...short and general in character" (Clarke, 1991). He questioned the inclusion of all six areas of activity in KS3, suggesting that schools may choose four out of the six areas at this stage. With respect to the POS and the EofKS statement for KS4, he said these needed greater flexibility, explaining "I have it in mind

that pupils should have the choice of two or even one of the areas of activity". He stressed the "... serious practical implications for many schools" of the groups proposals for swimming, dance and outdoor education. Casting doubt on the inclusion of these areas in the NCPE, he stated that he would "... need to consider them in the light of what you and those commenting on your report have to say about their feasibility" (ibid,1991). For "practical reasons" the SoS rejected the recommendation that a residential experience should be an obligatory part of the PE curriculum and asked the group "...to reconsider the feasibility of compulsory inclusion of outdoor education in the statutory PE curriculum" (ibid,1991). In case he had left the WG in any doubts as to what was now required of them, the SoS added

It is not part of the Group's remit to make recommendations for the resources to be provided for PE. I expect your recommendations to be realistically related to the general level of school funding which can reasonably be expected to be available.

(ibid,1991)

The SoS also reiterated the government's refusal to make any recommendation with respect to the curriculum time allocated to PE, stressing this was a matter for schools to decide and that he therefore saw

no need for you to pursue the matter of time allocation, except in the sense that you should have regard to what is likely to be practicable within the constraints of school timetables and the rest of the curriculum.

(ibid,1991)

This confirmed that the NCPE would be implemented within the existing and vastly varied levels of resourcing for PE in schools, and that its content was to reflect this. As we will see, Kenneth Clarke's comments were interpreted by some respondents as indicating that any aspects of the WG's proposals that were identified as demanding additional

resources would be in danger of elimination from the NCPE proposals. Against this background, avoiding discussion of resource issues and stressing support for the WG's proposals was identified as the way of 'protecting' PE (see below).

In his letter the SoS not only addressed the resource implications of the WG's proposals, but also challenged both the rationale privileged in the IR and its accompanying discourse. He said that he was "...not at all convinced" by the structure for PE provided by the three ATs. He asked the WG to reconsider this "... with a view to coming up with a single attainment target for physical education which reflects the practical nature of the subject" (Clarke,1991), and added "...I should be grateful if you could ensure that the active element is predominant" (ibid,1991). Similarly he reminded the WG that the POS "...should focus on the active side of PE" (ibid,1991). He criticised the language used in the IR, saying that the WG had failed to avoid using "jargon". He stressed the need for the text, and specifically the titles of the ATs to "...be readily understood by non-specialist teachers, parents and pupils" (ibid,1991). These comments challenged the professional identity of PE that the IR had expressed. In calling for a different discourse the SoS rejected the "message" of the text of the IR and thus the child-centred educationalist "voice" (Bernstein,1990; see chapter 2) that it had (to some degree) expressed. Underlying the SoS's criticisms was the difference between his own and the WG's conception of PE. The SoS's view of PE privileged sport, whilst the IR privileged an educational rationale for PE. His letter left no doubts that the WG's proposals had failed to adequately reflect the government's view of PE and set a clear agenda for the groups subsequent work.

'Consultation'

The SoS was able to withhold publication, reject the groups proposals or even disband the group if he wished.

Publication of the IR was delayed until February 1991. Clearly a delay at any stage of the development of the NCPE restricted opportunities for consultation and debate. Following receipt of Kenneth Clarke's letter, the WG were also aware that if they did not "move" in response to KC's demands, he may "scrap the group" (fieldnotes, 20/3/93; Evans, 1993*¹). If they were to achieve their own aims in developing the NCPE, 'accommodation' rather than 'resistance' was the tactic the WG had to employ.

The publication of the IR was the first opportunity for many interest groups (see above) and individuals to become involved in the development of the NCPE. Accompanying the report was a letter from Jerry Bird (see Appendix B), the secretary of the PE WG, inviting views and comments on the WG's proposals. However, the "arrangements" (Hill, 1980) for this 'consultation' highlighted inequalities between individuals in the policy process in terms of their ability to pursue their interests. Specifically, these arrangements reinforced the strong framing of the process of developing a NCPE and the identity of teachers as "acquirers" (Bernstein, 1990) rather than 'producers' of knowledge. The IR was sent to all LEAs and "...a wide range of organisations with an inherent interest in physical education" (DES & WO, 1991b, p.10). PE teachers had to request a copy if they wanted to see the proposals and make a response. The format, desired content and time limit for responses was also defined. Respondents were asked to take account of the WG's own plans for its future work, and particularly its establishment of four sub-groups (concerned with (i) the assessment of PE, (ii) cross-curricular matters, (iii) partnerships between schools and community and (iv) programmes of study) and the issues that the WG proposed to address (Bird, 1991, see Appendix B). The latter included the minimum PE entitlement for each pupil at each key stage (in terms of curriculum time and the content of the POS), progression, resource implications of recommendations, the

specific needs of primary education, assessment and reporting, and examinations at key stage 4 (DES & WO,1991a). Jerry Bird's letter and the related section of the IR thereby set an agenda for responses. In the context of the WG's tight schedule, it was clear that if comments were to be favourably received, they needed to address the issues specified by the group and 'fit into' the divisions created by the establishment of the sub-groups. Implicit in Bird's requests was the indication that a failure to adopt such a format was likely to result in less, if any, attention being paid to the text received. Consideration of 'alternative structures' (see above), or critical comment on the structure presented for the NCPE was therefore restricted. The further development of the NCPE was set firmly within the structure established.

The Response to the IR

The DES received almost 500 responses to the IR (DES & WO,1991b). A lack of consensus on the appropriate structure, content and language for the NCPE was very apparent. To some degree differences in opinion on these issues were clearly associated with fundamental differences in the conceptualisation of PE. Organisations and individuals from 'sport' echoed the SoS's criticism of the language of the report (McNab,1992; British Institute of Sports Coaches (BISC) 1991, National Coaching Foundation (NCF),1991a) and his call for a greater practical emphasis in the text (McNab,1992; BISC 1991). Tom McNab (1992), then the vice-chairman of the British Institute of Sports Coaches (BISC), described the IR as a "...jargon-ridden, defensive document..." and called for the development of a "...realistic, practical and predominantly physical curriculum..." (McNab,1992,p.4.). The Central Council of Physical Recreation (CCPR) (1991) expressed concern with respect to the time that would be devoted to sport in the curriculum and therefore the future of "our major team games" (CCPR,1991). BISC (1991) supported the SoS's request for a

single AT. These responses confirmed that the SoS was a carrier of the discourse (and thus interests) of the 'sport' group.

In contrast, responses from Physical Education groups stressed their support for the NCPE WG and the rationale presented in the IR (BAALPE,1991a; BCPE,1991; PEA,1991a; Health Education Authority (HEA)/PEA,1991). Most of these organisations also expressed strong support for a structure based on the three ATs (BAALPE,1991a; BCPE,1991; SCOPE,1991a, HEA/PEA,1991). Underlying this response were concerns that a reduction from three ATs to one AT may lead to the 'loss' of the elements addressing planning and evaluation, and that curriculum time for PE would be correspondingly reduced (fieldnotes,11/3/91). At the same time, however, members of PE associations acknowledged that it was impossible to separate the three components in the "educational context" and stressed that planning and composing, and evaluation and assessment should "permeate" performance (fieldnotes,11/3/91). In the PEA's (1991a) view, the *number* of ATs was not the issue, rather that "... the active nature and the process of learning associated with the subject" should be reflected (PEA,1991a).

Although the texts submitted by the PE professional organisations stressed support for the proposals, individuals within the organisations expressed some concerns about the prospects of 'implementation' (fieldnotes,14/2/91,21/3/91). Some of the texts acknowledged these concerns. The PEA (1991a) drew attention to concerns about the manageability of the proposals and therefore suggested "clustering" the areas of activity, particularly at KSs 1 and 4. The structure of the POS at KSs 1 and 2 was regarded as problematic in terms of both delivery in schools and its implications for initial teacher training. Staff from teacher training institutions explained that they could provide experience in all areas, but time for PE within courses was insufficient for students

to achieve competence or expertise in all. They also saw the requirements for KS3, and specifically the inclusion of dance and outdoor education as demanding changes in secondary initial teacher training (fieldnotes, 14/2/91). These views were shared by PE teachers who, as we will see, also expressed other concerns (fieldnotes, 21/3/91; see below).

There was support from both physical education and 'sport' groups for Beer's call for the Statements of Attainment (SOA) to be made statutory (BAALPE,1991a; BCPE,1991; NCF,1991a). PE organisations and teachers regarded statutory SOA and a clear recommendation with respect to the curriculum time that would be allocated to PE as essential if the proposals and their accompanying rationale were to be reflected in 'practice' (BAALPE,1991a; BCPE,1991, fieldnotes, 21/3/91). The BCPE stressed "The subject working group's proposals can only maintain credence if viewed in the context of appropriate time allocations" (ibid,1991,p.3).

Consensus amongst the different groups was also evident in relation to the recommendations concerned with swimming. The WG's proposals were supported, but their resource implications were also highlighted in the response texts (NCF,1991a; BCPE 1991; fieldnotes,14/3/91). The BCPE expressed the view that the proposals should not be sacrificed because of these implications;

Swimming may demand extra resourcing but, as a genuine life-skill, some access to learning needs to be offered and water safety principles taught to all. Questioning the proposals of the subject working group challenges the concept of entitlement, a principle on which the 1988 Act is based.

(ibid,1991,p.3)

However, the response from the NCF highlighted that the resourcing of PE would be increasingly problematic. The executive secretary stated "I fully support the inclusion of

swimming and outdoor education in the curriculum but question whether or not this can be financed in the present climate (LMS, CCT*³ etc)" (NCF, 1991a). The conflict inherent in the development of the NCPE, between a curriculum that was the 'ideal' in educational terms and one that was 'realistic' given the level of resourcing that could be expected to accompany the 'delivery' of the NCPE, was therefore addressed in the response texts. Whilst PE professional associations expressed their concerns with respect to the demands arising from the proposals for both 'delivery' in schools and teacher training, some from the sport lobby dismissed the IR proposals as unrealistic (BISC, 1991; McNab, 1992). Others identified the development of "partnerships" (and therefore a greater involvement of sports organisations in PE) as a key factor in resolving problems of resourcing PE (NCF, 1991a).

Although they expressed contrasting views on many issues, the texts of the different interest groups also displayed important similarities. There was little deviation from the agenda set by the SoS's letter. The strength and tone of this, and the evident conflict between the WG's proposals and the SoS's view of PE, meant that Kenneth Clarke's and Ian Beer's letters (which both preceded the text of the IR when it was published) and the issues they highlighted, set the agenda for responses to the IR and the further development of the NCPE. Much of the content of the IR was ignored or overlooked in debates following the publication of the IR. Issues of resourcing PE were placed at the forefront of the debates, replacing or subordinating educational issues. Discussion of the POS was largely confined to assessment of the practicality of including the various areas of activity in the curriculum. With the exception of health (see below), the permeating themes received little attention. Absent from response texts was any discussion of 'alternative structures' or additional curriculum content. The government's discourse was privileged in response texts, and thus legitimated by them. The differences of opinion expressed in the responses

signalled the prospect of continued contestation in the development of the NCPE, but the agenda for the development had been firmly set.

However, like the IR itself, the response texts need to be interpreted in the context of their production. Investigation of a 'teachers' response' to the IR provided an important insight into the processes involved in text 'production' and showed that these processes can have significant implications for the content of policy texts. Below I discuss these issues in relation to the LEA's (see chapter 5) formulation of a 'teachers' response' to the IR. Similar mechanisms to those I discuss below may have been inherent in other 'group' responses to the IR.

A 'teachers' response' from the LEA

As explained, teachers were not sent copies of the IR. LEAs were therefore charged with co-ordinating their response (Graham with Tytler, 1993). To compile a 'teachers' response' to the IR, the PE inspectors in the case study LEA (see chapter 5) organised two "National Curriculum Response Days", that PE representatives from all primary and secondary schools were invited to attend. This discussion draws on data from one of those days. The days aimed to examine the structure of the NCPE, investigate how this related to PE in schools and formulate a response (fieldnotes, 21/3/91). However, as we will see, the teachers' role in this response was restricted.

The "response day" began with the County General Inspector for PE (CGIPE) outlining the NC framework and the content of the IR. He highlighted various "issues" arising : the ATs for PE, the status of the EofKS statements, curriculum time for PE, requirements for KS4, the language used in the IR, the POS, cross-curricular contributions and swimming. Teachers

were presented with a comparison of the WG's and Kenneth Clarke's views on these matters (see Appendix B). In each case the inspector also outlined "our" (the LEA PE inspectors') and "BAALPE's" views. With respect to the latter, it was openly acknowledged and very apparent from the documentation used during the day that the agenda and the views presented had been shaped by preceding debates. The CGIPE had been a member of a BAALPE working party convened for two days to draw together a 'BAALPE response' to the IR, and all of the PE inspectors had attended a BAALPE Area Conference to analyse and respond to the IR. As we will see, the influence of the area conference was particularly apparent.

The picture presented to the teachers was one of support for the NCPE WG and opposition to Kenneth Clarke. The SoS's letter of response was described as "dismissive" and teachers were left in no doubt about the response that was required from them. The CGIPE explained that "at the end of the day" they (the inspectors) wanted to be able to say that the response from Hampshire teachers was "loudly and clearly in support of the document, and loudly and clearly for getting rid of Kenneth Clarke" (fieldnotes,21/3/91). This echoed the key note address at the previous day's BAALPE area conference, where the speaker had stressed that in her view the tone of responses would be crucial to the future activities of the WG. Her advice was that if the group received support in responses, they would be better placed to present "their case" and may be able to "...re-educate the Sports Minister and Kenneth Clarke" (fieldnotes,20/3/93). In privileging BAALPE's interests, the LEA text highlighted the potential for interests of a group and/or site to be influential in another site; for discourses to be embedded within discourses (see chapters 2 and 8). In this case the CGIPE was the 'carrier' of a discourse which privileged or endorsed the progressivism of the IR. This was then privileged within the LEA PE inspectorate and in their

subsequent contact with teachers. The dominance of BAALPE's interests within the LEA is an issue I return to in chapter 5.

Thus, in 'formulating' 'their' response to the IR, the teachers gathered did not start with a blank sheet of paper. They were presented with an interpretation of the IR, and 'guidance' and 'advice' based on this interpretation. Many of the teachers had not seen the IR prior to the conference. Others had obtained a copy but had not had time to examine it prior to the conference. By virtue of policy "arrangements" (Hill,1980) teachers were heavily reliant on the inspectors' hybrid version of the IR. The 'policy' they 'acted on' was not the IR itself, but a hybrid policy in which "contextual slippage" (Bowe et al,1992) from the text of the IR was very apparent. Having received an "official policy" the PE inspectors had produced their own "actual policy", a 'new' text . The agenda and guidance then produced for the teachers represented "policy-in-use" within the LEA. However, to the teachers at the conference, the LEA text represented "official policy" (see chapter 2). The different positions of individuals and groups with respect to their access to information was therefore crucial in terms of the role they were able to play in the policy process. Although one of the PE inspectors stressed that the teachers should feel free to discuss issues other than those identified in either the BAALPE documentation or the CGIPE's introduction, the structure provided for discussions and the views that had been presented unavoidably shaped the debates that followed. The issues had been defined, and presented as offering teachers a simple choice : to support the WG and its proposals, or to support Kenneth Clarke's views. Furthermore, the 'choice' teachers were expected to make had been stated.

However, to some extent, teachers deviated from the LEA text presented to them. Group discussions indicated that PE teachers faced a dilemma rather than a choice in responding

to the IR. On the one hand the IR was regarded as a good outline of "the ideal" curriculum for PE. Teachers appreciated the need for comprehensive statutory requirements in order to 'protect' the future provision of PE. Several teachers expressed the view that particularly in the light of increased financial pressures created by LMS, "if it isn't legal it won't be provided" (fieldnotes, 21/3/91). However, teachers were also concerned that in 'reality', they would not have the resources in terms of curriculum time, staff expertise, facilities or finance to 'deliver' this, particularly in primary schools. Primary teachers drew attention to the practicalities of covering all six areas and expressed their fear that they would be faced with an unrealistic programme given the level of resourcing for PE that they could expect in their schools. This was clearly a situation that they wanted to avoid. Staffing of outdoor education and dance were highlighted as particularly problematic for both sectors. These were the two areas in which teachers felt in-service training (INSET) would be essential if they were to be included as compulsory elements of the NCPE. Some teachers appreciated the desirability of their inclusion, but at the same time were acutely aware of resource constraints accompanying the implementation of the NCPE and doubted that either the time or funding required for INSET would be forthcoming. One female primary PE teacher expressed her view that "boys' dance didn't work" and a male PE teacher from the secondary sector explained that he was reliant on student teachers for the teaching of dance (fieldnotes, 21/3/91). As we will see, other data reinforced these concerns (see chapters 6 & 7).

Teachers similarly highlighted the practicalities of 'delivery' with respect to the recommendations for swimming. In many schools the time taken to travel to a swimming pool meant that the length of timetable periods was unsuitable for the provision of swimming. Furthermore, teachers did not anticipate any extra time being available for swimming. They

felt that if it was to be a compulsory part of the NCPE, they would have to "sacrifice" another activity from their present programme (fieldnotes,21/3/91).

Teachers' discussions therefore mirrored the text of the IR, privileging and distinguishing between the different areas of activity. Little comment was made on the permeating themes, with the exception of Health and Safety Education. Several teachers explained that Health Related Exercise (HRE) was a distinct area within their existing curricula and expressed their concern that it would be 'lost' if it was not identified as such in the text of the NCPE.

(fieldnotes,21/3/91). The low status accorded to the permeating themes was all too apparent, as was the likely implication of this status in the forthcoming 'implementation' of the NCPE. The 'health lobby' articulated teachers' views and interpretation of the text, identifying the permeation model as an approach which "... marginalises Health Related Exercise and causes it to take second place to other issues" (HEA/PEA,1991,p.2). For these organisations HRE concepts were too important "...to be left 'floating' amongst a very conventional range of activity areas" (ibid,1991,p.2).

Teachers also called for clarification in the text of the NCPE. They requested that more and better examples of what they were required to do, and how, be incorporated throughout the text. For example, they wanted specific and explicit guidance on how assessment was to be done and what was to be reported (fieldnotes,21/3/91). This echoed the BCPE's response, that drew attention to the lack of explicit advice for PE teachers in the IR, particularly in relation to assessment and the permeating themes (BCPE,1991). As we will see, the lack of prescription in texts of the NCPE, and in particular their failure to address the time allocation to PE, remained a contentious issue. Following the publication of the statutory orders for the NCPE the LEA CGIPE drew attention to the absence of guidelines with respect to the

amount of time that was needed to fulfil a POS and the assessment required (fieldnotes 29/6/92). However, the SoS had made clear in his response that such recommendations involved a degree of prescription that was unacceptable to the government in the light of potential resource implications and the ever worsening curriculum 'overload' accompanying the introduction of the NC (Graham with Tytler, 1993).

The formal response from "[LEA name] teachers" (LEA, 1991a) was written by one of the LEA PE inspectors and drew data from the two 'response days' and other contact the PE inspectors had with teachers following the publication of the IR. Resource issues were notably absent from the LEA response document. The LEA text stressed the need for "clarification", rather than additional resources and training, if the proposals were to be implemented. The LEA text also emphasised support for the WG and its proposals. Whilst the majority of teachers clearly appreciated the work of the WG, many also had concerns about the proposals. No such doubts were expressed in the text of the 'teachers' response'. The text seemed to reflect the inspectors' belief that a clear message of support for the proposals was what was required if the proposals outlined in the IR were to 'survive'. The BCPE (1991) response seemed to similarly attempt to 'protect' the text of the IR. Staff expertise was identified as the "greatest resource implication" of the proposals (BCPE, 1991). However, this was presented as far from an insurmountable problem in the development of the NCPE. The BCPE stated that the training required could be

... achieved at no extra cost to the Government by legislating for increased initial teacher training time to be delegated to the teaching of physical education and by identifying the subject as a priority area for G.E.S.T. funding*⁴

(ibid, 1991, p.3)

Likewise, the resource implications of the proposals for

outdoor education were played down in the text; "Outdoor education principles can be delivered imaginatively within curriculum time and in close proximity to the school with minimal specialist facilities, equipment or expertise" (ibid,1991,p.3).

The LEA text also presented a picture of clear consensus. Teachers were portrayed as a homogeneous group. As stressed previously, PE teachers have repeatedly demonstrated the many, varied and often conflicting interests encompassed within the subject and have therefore had great difficulty in articulating a clear direction for PE (see Fox,1992). The teachers at the response day had shown that they were no exception in this respect, expressing diverse interests and failing to reach agreement on several issues, such as the inclusion of dance and outdoor education in KS3. These differences were not expressed in the response text.

Local interests were also expressed in the LEA text. Attention was drawn to the issue of partnerships and a joint LEA/regional Sports Council initiative within the LEA (see chapter 5). Although other 'consultation' with teachers may have given greater emphasis to this issue, this was not a central concern for teachers at the conference reported above. As we will see, both questionnaire data and case study work confirmed that links with outside organisations were not a priority for PE teachers addressing the implications of the NCPE (see chapters 6 & 7). For the inspectors, however, such links (and specifically the above scheme) had been identified as a key source of future funding, particularly for INSET activities (see chapter 5). The author of the 'teachers' response' was the inspector leading this initiative, who had also worked closely with the Sports Council in his previous job. The similarity of his discourse to that of 'sport' interest groups was apparent in this text and at other times during the research (see chapter 5). The LEA text thus

demonstrated not only the relative power of the inspectorate, but also of the particular author. The author was the carrier of the LEA discourse, but the discourse of 'sport' was also evident in his expression of this.

Thus, although in their discussions teachers had clearly deviated from the text and discourse that had been presented to them by the CGIPE, the LEA text reporting their response appeared to privilege and thus reaffirm the "official" discourses of the inspectorate. Similar inequalities therefore featured in the LEA's 'transmission' of the teachers' response to the NCPE WG as those that were apparent in teachers' receipt of the IR. In this respect the 'production' of the response text illustrated that 'upward flow' in the policy process, if 'indirect', will also involve "contextual slippage" (Bowe et al, 1992). The writing of the text involved interpretation of teachers' responses, and the production of a text based on this interpretation. Once again the LEA text was a hybrid version of the 'original', and reflected the differential power of individuals within the policy process to determine policy content (see chapter 8).

The Final Report (FR)

Despite the strong support in the LEA text and other response documents for the NCPE WG's proposals, the group's final report (FR) featured significant changes to the format and content of the NCPE presented in the IR. Again, the micro-political processes involved in the production of this text have been described in greater depth elsewhere (see Evans and Penney with Davies, 1993).

The FR of the NCPE WG was published on 21 August 1991. This comprised the full text of the WG report, preceded by a letter from Ian Beer to the Secretaries of State (SsoS) and a statement of the SsoS's subsequent proposals for the NCPE. Both Beer's letter and the WG report stressed that

significant modifications had been made to their earlier proposals in the light of the concerns expressed by the SoS. The report explained that after much deliberation the WG had concluded that the three elements they had identified as ATs in the IR could be encompassed in a single AT. In the WG's view this would "...emphasise the holistic nature of physical education..." and "...provide a more effective structure..." for the subject (DES & WO,1991b,p.17). The inter-related nature of the three elements was the focus of the rationale presented for a structure with a single AT. It was stressed that "The emphasis should always be on active participation..." and the other two elements should be pursued through this (ibid,1991b,p.17). The report did not name the AT, instead defining it in terms of the accompanying recommendations;

Our recommended attainment target consists of four end of key stage statements which are intended to be statutory, and ten related levels of attainment which are intended to be non-statutory but which we hope teachers will use in planning their lessons and in assessing pupils' progress.

(ibid,1991b,p.18)

The EofKS statements (see Appendix B) were, as had been requested in the terms of reference, "general" in their nature. For example, one of the EofKS Statements for KS3 was that pupils should be able to "...adapt and refine existing skills and develop new skills across the activities in the programmes of study;" (ibid,1991b,p.19). The one clearly prescriptive EofKS statement was that relating to swimming, which stated that pupils should be able to "...swim at least 25 metres and demonstrate an understanding of water safety;" by the end of KS2 (ibid,1991b,p.19).

Statements of attainment (SOA) with accompanying examples stated what pupils should be able to do at each of ten non-statutory levels of attainment. Many appeared just as general

as EofKS statements, but accompanying examples provided some clarification of what was required. For example, one of the statements for level 5 was that pupils should be able to "refine complex skills appropriate to activities undertaken" (DES & WO,1991b,p.21). The examples given for this statement were "improve the action of the leading leg in hurdling; abseiling in rock climbing; race turns in swimming" (ibid,1991b,p.21). However, absent from the text was an explanation or cross-referencing to indicate which SOA related to which EofKS statements, and therefore how the levels of attainment related to the EofKS statements. The WG stated that they hoped teachers would use the ten levels "...in planning their lessons and in assessing pupils' progress" (ibid,1991b, p.18) but failed to explain how teachers were to do this.

With respect to the POS, the report stressed the increased flexibility in the recommendations and explained that the changes to the proposals in the IR had been made in response to the SoS's requests. The increased flexibility of the proposals was stressed. For example, although the structure of six areas of activity was maintained for KSs 1 and 2, since the EofKS statement relating to swimming was at KS2, "Schools should be free to choose whether they teach swimming during key stage 1, during key stage 2, or across both key stages" (DES & WO,1991b,p.25). Within the NCPE, pupils would therefore receive varying experiences in swimming, which was likely to reflect variations between schools in terms of the time, funding, facilities and staffing available for this activity. It was precisely these variations that the SoS had indicated had to be accommodated within the recommendations for the NCPE.

In KSs 3 and 4 the activities were re-grouped into 5 areas. The WG recommended that swimming and water-based activities "...should be reflected across the other areas of activity..." at these KSs, "...for example, competitive

swimming within athletic activities....water polo within games" (DES & WO,1991b,p.25). In KS3 pupils were now required to

...experience all five areas of activity in the course of the key stage, but in any one school year they should experience at least four areas, one of which must be dance or gymnastic activities, and one games; ... in key stage 4 pupils not taking GCSE*⁵ in physical education or a related area should study at least two activities These may be drawn from the same area of activity, for example, two games such as hockey and cricket or two gymnastic activities such as rhythmic gymnastics and trampolining. Alternatively they may come from two different areas, for example, one game and one outdoor/adventurous activity;...

(ibid,1991b,p.25-26)

The privileging of games was both explicit and implicit in the text. In KS3 it was the only area which pupils were required to experience in each year, and the recommendations for KS4 allowed for the possibility that games may also be the only area that they would experience in that KS. The report itself provided this scenario as an example. It appeared that the WG had succumbed to the SoS's demands, and adopted his and the government's dual emphasis of the need for flexibility in terms of what activities schools would be required to provide within the NCPE, and the central role of sport in the PE curriculum. The WG appeared to have sacrificed their own concern for balance within PE. The text of the final report clearly identified this as a *secondary* consideration in curriculum design. The WG explained that the choice of activities offered "...should depend largely on what schools are able to offer, but should also have regard to the principle of balance..." (DES & WO,1991b,p.26). Additionally, that part of the text addressing the issue of balance in the POS did not state that equal attention should be devoted to the different areas. Rather, it explained why there was likely to be an imbalance in this respect; "Children's physical development demands different emphases

on different activities at different times" and "There are also practical considerations, such as travelling time" (ibid,1991b,p.27). Accordingly, the report recommended an emphasis on dance, gymnastics and games in the primary years and anticipated that "Much of the work concerned with outdoor and adventurous activities [see below] will be delivered as part of other subjects or other areas of activity within the physical education curriculum" (ibid,1991b,p.27).

The FR firmly identified the issue of resourcing with both the design and 'delivery' of the NCPE. The WG devoted a chapter of the report to addressing the issues highlighted by the SoS in his response to their IR, and another to the "general resource implications" of the recommendations in the FR. The former stressed the extent to which the WG had pursued the government's concerns about resourcing and modified their proposals accordingly. Far from emphasising resource needs, the report stressed that existing levels of resourcing would enable *most* schools to meet the demands of the NCPE proposals, particularly in the secondary sector. Although the primary sector was identified as lacking both physical and human resources needed to 'deliver' the WG's recommendations, secondary schools were portrayed as essentially 'equipped' to do so. The report stated "At secondary level schools are generally well provided with accommodation and equipment for physical education" (DES & WO,1991b,p.51). Facility and grounds maintenance, and non-specialist staffing of PE were identified as problems, but these were not presented as issues of major significance in assessing the feasibility of the proposals. With respect to staffing in secondary schools, mention of problems followed a general statement of 'general' adequacy : "Secondary schools are generally well staffed for physical education with, in the main, appropriately trained specialists, although problems do arise where gaps are filled by non-specialist staff"*⁶ (ibid,1991b,p.52). Similarly, the report stated that the in-service training required was "...less than might have

been envisaged, particularly at secondary level" (ibid,1991b,p.12). As we will see, whilst the text of the final report presented non-specialist staffing as a relatively insignificant issue, it was a major and potentially growing concern for some teachers (see chapters 6 & 7).

The resource implications of the recommendations for both dance and swimming were also emphasised as being minimal and the fact that these could be overcome was highlighted in the text. With respect to dance, the report stated "66 per cent of the primary schools surveyed and 45 per cent of secondary believed that they already had adequate physical resources to provide dance in key stages 1-3..." (DES & WO,1991b,p.11). The text did not address the situation of the 55% of secondary schools not making this response. Similarly, it was stressed that only a minority of schools faced problems with respect to access to a swimming pool. It was acknowledged that the proposals for swimming would give rise to "some additional costs" but in the WG's view these did not need to be prohibitive; "...with good planning and effective timetabling, it is perfectly practicable for swimming to be a compulsory part of the curriculum" (ibid,1991b,p.51). As we will see, questionnaire and case study data highlighted the importance of planning and timetabling in facilitating this and other opportunities in PE (see chapters 6 & 7).

In the FR "outdoor education and adventure activities" was renamed "outdoor and adventurous activities". The removal of "education" appeared an attempt by the WG to emphasise the modifications to their earlier proposals and the resulting reduction in the resource implications of their recommendations. Outdoor education was identified as an issue that needed to be addressed in relation to the curriculum as a whole, not only within PE. Accordingly, the WG explained

... we have decided to limit the scope of our recommendations to those aspects of outdoor

education which are clearly part of physical education. By this we mean the 'outdoor and adventurous activities' that are almost entirely physical in content, such as orienteering, rock climbing, skiing...

(DES & WO, 1991b, p.12)

The report also explained that because of the practical implications involved, the WG was no longer recommending that a residential experience be a statutory requirement within the NC.

Once again, the focus of the text was the areas of activity rather than the permeating themes. Although the report included chapters addressing equal opportunities, special educational needs and cross-curricular matters, the lack of reference to these issues within the text addressing the ATs, EofKS statements and POS meant that the FR failed to emphasise or encourage the expression of these principles in 'practice'. The Secretaries of State's proposals were restricted to the ATs and POS and as we will see, equal opportunities and other cross-curricular issues were further subordinated in subsequent texts (see below).

It is easy to interpret the text as a 'surrender' to the government's pressure. However, members of the group were involved in what might be termed the 'politics of the possible' (Evans, 1993)*¹ in formulating their final report. Adoption of the SoS's discourse was a conscious and deliberate strategy, the only way in which key principles could be retained in the text of the NCPE. The WG recognised the power differentiation (see chapter 8) between themselves and the SoS and that therefore some issues were 'non-negotiable'. If they were to be retained at all, some things therefore had to be implicit rather than explicit in the text. In the hope that their proposals would not be rejected, the WG had been 'politically astute' and made compromises in the text of the NCPE (see Evans & Penney with Davies, 1993;

Talbot,1993). For example, not naming the AT was seen as the only way of retaining the three components, and throughout the text "flexibility" and the contribution of games to PE was emphasised. As some members acknowledged, such compromises involved a 'loss' (Murdoch 1992; Talbot,1993). There was no guarantee that issues implicit rather than explicit in the text of the NCPE would be expressed in practice. In addition, there was also a danger that this expression would privilege those aspects emphasised in the text. In adopting the government's agenda and discourse the WG legitimated the government's interests with respect to the emphasis of the active nature of PE, the domination of sport within this and the principle that resourcing was a central issue in curriculum design. Fawcett and Bunn (1992) later observed that in the statutory requirements for KSs 3 and 4 (see below) there tended to be

... an imbalance on the objective criteria stated within each activity area for the concepts of Doing, Evaluating and Planning (although it is acknowledged that performing should be emphasised) yet without a period of reflection the learning may not be complete. In many instances it is this phase itself which links the Doing (Concrete experience) to the development of gaining and understanding (Conceptualising) practical and theoretical knowledge.

(ibid,1992,p.34)

They therefore stressed the need for teachers to address and devote time to evaluation and planning in PE. As we will see, other data indicated that time for PE was "tight" and that in these circumstances the need to protect "practical time" was a particular concern for PE teachers (see chapters 6 & 7). This appeared to confirm Fawcett and Bunn's (1992) speculation that PE teachers may not have the time to teach PE 'as a process'.

After the Final Report

Despite these tactics and the changes the WG had made to their proposals, they had not gone far enough in their moves to accommodate the governments' concern with respect to both resource implications and the emphasis on the practical nature of the NCPE. With respect to the POS, the Secretaries of State 'invited'

... the National Curriculum Council and Curriculum Council for Wales to consider whether and if so how these might be made less detailed, and whether the programmes of study for key stage 3 are too prescriptive in that they require all five areas of activity to be compulsory.

(DES & WO,1991b,p.iv)

Additionally they stated that they would "... want to consider further" whether the requirements relating to swimming could be introduced at the same time as the rest of the NCPE. The contestation and conflict surrounding the NCPE was therefore still unresolved. However, the scope for change and potential for various interest groups to play an active role in the 'resolution' of the conflicts had diminished. The task of making any modifications was out of the hands of the WG. One of two NCC National Curriculum Committees would now produce a consultation report. Although responses to the NCPE text were again invited, experiences in other NC subjects had demonstrated that there was no guarantee that the subsequent recommendations would take account of views expressed in the consultation (see Graham with Tytler,1993). PE teachers were aware that changes to the text of the NCPE could be made irrespective of their response (see chapter 6). Also, time for a response was again limited. The deadline for responses was 1st November 1991, giving individuals and organisations just two months in which to submit their views to the DES. Furthermore, this request came at the start of the academic year, when teachers faced the demands of new intakes and timetables. The LEA PE inspectors also faced a demanding workload, particularly in the provision of INSET (see chapter 5). They were aware of the cost of supply cover for the

conference style consultation that had followed the publication of the IR. In these circumstances, to formulate their response, the inspectors relied instead on the submission of written evidence from headteachers and PE teachers, and their contact with teachers during their normal work (fieldnotes, 10/10/91).

Once again there was also a required format for responses to the NCPE text. This was notably more 'restrictive' than the guidance that had accompanied the IR. Respondents were provided with a "booklet" and guidance notes to make their response to the FR. This comprised four sections, addressing ATs, EofKS statements, POS and Non-Statutory matters. Each section included a series of points for respondents to comment on and respondents were also asked to complete a summary sheet comprising three multiple choice questions. These asked the degree to which they agreed with (i) the structure of statutory ATs with statutory EofKS statements and non-statutory levels of attainment, (ii) the proposal for one AT in the NCPE, (iii) five activities being compulsory at KS 3 (see Appendix B).

To some extent, the label of a '*final report*' could be regarded as giving the impression that subsequent changes to the text of the NCPE, if any would be relatively minor. Nevertheless, some PE teachers anticipated further changes to the text of the NCPE. Having seen colleagues in other subject areas initiate curriculum change only to then see requirements changed again, the response of many PE teachers to the NCPE texts was hesitant (see chapters 6 & 7).

Response to the Final Report

The proposal for a single AT in PE received considerable support (NCC,1991). However, one of the PE professional associations expressed concern that the balance between the three elements needed to be emphasised in the text (BAALPE

(1991b), and another drew attention to the absence of a title for the AT (SCOPE,1991b). As members of the WG themselves acknowledged a name for the AT may well have helped clarify the structure and aims of the NCPE (see Evans & Penney with Davies,1993).

The PE professional associations repeated their previous criticisms of the basic structure of the NCPE, stressing that the SOA were vital in establishing a link between the EofKS statements and the POS and that they should therefore be statutory (BAALPE,1991b; SCOPE,1991b). BAALPE (1991b) stated "At the very least the SoA should be included in the final Order, even if non-statutory..." They and others emphasised that alone, the EofKS statements did not provide an adequate basis for either assessment or for ensuring progression in the curriculum (BAALPE,1991b; SCOPE,1991b). In BAALPE's (1991b) view the EofKS statements described "...only a minimum entitlement to a broad and balanced Physical Education curriculum" (ibid,1991b). The response from the case study LEA, on behalf of headteachers, teachers and the PE inspectors within the authority, echoed these concerns (LEA,1991b). Both the LEA and the professional associations also identified the need for the links between the different parts of the proposals to be emphasised in the text of the NCPE and therefore called for the inclusion of further text from the FR (and specifically Appendix D, detailing the rationale for the POS) in the final orders (BAALPE,1991b; SCOPE,1991b; LEA,1991b).

With respect to the POS, BAALPE supported the inclusion of six areas at KSs 1 and 2 and stressed the need for a range of activities at KS 3 (BAALPE,1991b). BAALPE (1991b) also supported the proposal for five areas to be compulsory, whilst SCOPE (1991b) called for the inclusion of six areas at KS3, stating that this would increase the flexibility at this KS. These organisations considered the proposals for KS 4 as unlikely to ensure balance in the PE curriculum at this key

stage. As BAAPLE (1991b) identified, a recommendation allowing for the two activities from the same area appeared to contradict the statement elsewhere in the text of the FR that

Because different areas of activity offer different kinds of learning experience, it is important to select examples from each area if a broad and balanced education is to be achieved.

(DES & WO,1991b,p.5)

The LEA response expressed similar concerns (LEA,1991b), and SCOPE (1991b) specifically called for the requirement at KS4 to be for pupils to experience two activities from *different* areas. The proposals for swimming were supported (BAALPE,1991b; SCOPE,1991b; LEA,1991b) and PE organisations saw no reason for delaying the implementation of this aspect of the NCPE (BAALPE,1991b; SCOPE,1991b). In contrast a 'sport' response agreed with the POS for KS 3 & 4 and expressed "serious concerns" about the ability of primary teachers to teach all six areas. In the authors' view, longer training for teachers of KSs 1 & 2 and "substantial in-service training" was required if teachers were to "implement the curriculum effectively" (unattributable,1991).

The health 'lobby' were critical of the failure to mention health in the rationale for PE, or identify it as a discrete area within the POS (Fox,1992). The Physical Education Association (PEA) (1991b) also highlighted this "apparent omission" which they urged the council to revise "as a matter of urgency". In Fox's (1992) view the FR offered "... a set of well thought out objectives and outcomes, but an inadequate structure for their delivery" (ibid,p.10). He explained

Although health-related concepts should always be reinforced through other activities, they will always remain incidental and superficial unless at some point they provide the central focus in a distinct programme of study.

(ibid,1992,p.10)

The response from the HEA's Health and Physical Education Project (Harris,Almond & McGeorge,1991) expressed similar concerns and like the PEA, called for more explicit guidance for teachers on how to address health issues in the PE curriculum.

Whilst stressing support for the proposals in the FR, the LEA's response also emphasised the need for INSET and increased resourcing of PE, particularly in the primary sector if the proposals were to be successfully implemented in schools. The LEA response stated

(LEA) teachers are very supportive of the final report for physical education. There is concern, however, that there are implications for funding, resourcing and in particular in-service training and initial teacher training, if the proposals are to be fully implemented.

(LEA,1991b)

It was stressed that "Appropriate support within non-statutory guidance, together with Inset opportunities and sufficient resources, must be made available" (ibid,1991b). In contrast to their response to the IR, the LEA response to the FR had acknowledged teachers concerns. However, as we will see, there was no guarantee that these would be reflected in the subsequent NCPE texts nor provision for support secured/made.

The NCC Consultation Report and Draft Orders for the NCPE

Teachers' anticipation of further changes to the text of the NCPE were justified. The statement from the chairman of the NCC, David Pascall, that "In broad terms Council endorses the proposals and has made few key changes to an excellent report" (Pascall,1991) obscured the fact that the text of the consultation report was significantly different to that of the FR. Issues of resourcing PE and the practical emphasis of

the subject were made even more explicit in the text and changes to the recommendations were justified on these grounds. The recommended POS for KS 1 and 2 were endorsed. However, with respect to swimming, the NCC stated that because of the need for further "evidence" of the resource implications, it could not recommend a commencement date for this aspect of the NCPE. The report stated this should be "as soon as practicable" (NCC,1991). The recommendations for KS3 were deemed "too prescriptive" (NCC,1991). The report stated that

In the interest of greater flexibility, Council recommends that pupils should experience a minimum of four of the five activities by the end of Key Stage 3, games being the only compulsory activity in each year.

(NCC,1991,p.14)

The recommendation that games be the *only* area experienced in each year allowed for a games 'bias' in the curriculum (Talbot,1992) and appeared to conflict with the statement that

Council believes that the provision it is recommending for Key stage 3 retains the principle of breadth and balance in the physical education curriculum provided that each of four activities is covered for a reasonable time by the end of the key stage.

(NCC,1991,p.14)

Furthermore, the text acknowledged and celebrated the privileging of games within PE, evidently endorsing central government's cultural restorationist position and expectations (see Ball,1990; Evans & Penney with Davies, 1993). The requirement for games to be included in each year of KS3 was identified as having "...the advantage of perpetuating the best of English (sic) traditions and cultural heritage" (ibid,p.14). Fleming (1993) has since identified games as the area of PE most likely to reinforce

social and cultural stereotypes. Although the NCC described their modifications to the POS as "not substantial" (ibid,1991), the likelihood that the NCPE would ensure that all children received a broad and balanced curriculum of PE had been notably diminished (Talbot,1992). Calls for the activities experienced in KS 4 to be from different areas had also been ignored. The NCC endorsed the recommendation in the FR that pupils not taking GCSE*⁵ PE should experience two activities from the same or different areas of activity in KS4.

The layout of the text of the Consultation Report was also notably different to that of the FR. The NCC report outlined POS applicable to all the KS, and for each KS detailed (i) "POS (general)", applicable to all areas of activity and (ii) "POS (activity specific)", addressing the individual areas. For each KS the EofKS statements were presented in a tabular layout alongside POS (general) and accompanying examples. The impression created was of concise and condensed requirements. Certainly much of the text of the final report was now absent from the proposals. Appeals for the inclusion of SOA and Appendix D from the FR had been in vain. The relegation of this and other parts of the FR, (particularly that relating to equal opportunities in PE) to at best non-statutory guidance, marked a significant change in the text of the NCPE. The progressive educational emphasis so apparent in early texts was now only implicit in the aspects of the NCPE that would comprise the statutory requirements. Expression of many of the key principles underlying a progressive PE curriculum, including equal opportunities issues, would be reliant on teachers' interpretation of the NCPE text, and their reference to previous texts and the NSG that was to follow. One of the WG specifically drew attention to this matter, acknowledging that in the 'production' process the documents had become "less detailed" and that inevitably "... in the simplification process much of what was good in the early documents has been lost" (Murdoch,1992,p.15). The

advice from this member was "...to consider the documents as a set and to make reference as appropriate to the details required" (Ibid,1992,p.15). The LEA CGIPE similarly advised PE teachers to refer back to earlier texts and in particular the WG's final report (see chapter 5).

The one response to the FR received from sport groups had questioned whether or not teachers would be able to use the EofKS statements as a basis for assessment and suggested that "... models of programmes of work linked to assessment need to be developed to give teachers a 'practical guide to interpretation' !" (unattributable,1991). However, advice on assessment in PE was absent from the Secretaries of State's proposals. As we will see, assessment and the lack of explicit guidance on this matter, were key concerns for teachers faced with 'implementing' the NCPE (see chapters 6 & 7).

The NCC report was not circulated to schools. Copies were available from the NCC on request. The ERA required that the report be sent to the SoS to draft orders for the ATs and POS. These, like the Consultation Report, addressed the three dimensions of the POS for the NCPE (those applicable to all the KS, "general" POS for each KS applicable to all areas, and "activity specific" POS for each KS). There was some change to the language used in the POS (general) for all key stages and in the layout of the text, but otherwise the orders were a replication of the NCC report. The SoS sent copies of the draft orders to the NCC and all the organisations it had consulted, and allowed one month for comments before laying the orders before parliament. Again a form was provided for responses (see Appendix B). The scope for changes and in particular any further input of teachers' views, was clearly limited. Ultimately events in the wider political context acted to curtail any chances of further changes to the text of the statutory elements of the NCPE. A general election was imminent, and there was the prospect of

an enforced delay in the implementation of the NCPE if the orders were not passed before parliament dissolved (fieldnotes,9/3/92). With the government evidently anxious to avoid this, the NCPE was quietly 'rushed through' parliament.

'Dissemination'

The production of the NCC report was followed by a series of conferences organised by the NCC "... to disseminate the findings of consultation on the Secretary of State's proposals for physical education in the National Curriculum and to invite comment" (NCC,1992,p.2). One of the conferences was directed at parents and governors, another related to higher education and five conferences were held for representatives of LEAs. Teachers were again apparently excluded from the policy process. This exclusion and the 'separation' of the views and perspectives of the different audiences were regrettable. All of these organisations and individuals would be involved in 'implementation' and if this was to fulfil the aims of the ERA (see chapter 1), a coordinated response was required. Despite these shortcomings, the conferences gave the impression that various interest groups were being offered a further opportunity to make an input in the development of the NCPE. Raising issues with respect to implementation of the statutory orders for PE was a stated aim of the conferences (see Appendix B). Once again, however, there were clear boundaries to the input that was possible and desired.

The clear focus of the conferences was 'implementation'. Implicit was an acceptance that the content of NCPE text was 'set'. The emphasis was on disseminating the text of the NCC report, and in addressing the content of the Non-Statutory Guidance (NSG) that would accompany that text. Accordingly, ten "topics" had been identified to be discussed; Special Educational Needs, Assessment, Progression in each key stage and between key stages, Cross curricular matters, NSG and

INSET, Examinations in PE and related areas, Partnerships, Planning Schemes of Work, Implementation issues and Differentiation. Delegates were invited to choose one topic from the first five for the morning session, and one from the remaining five for the afternoon session. At a glance this agenda seemed to privilege teachers' interests. The issues identified were very real concerns for teachers faced with implementing the NCPE. However, as teachers were absent from the conferences, it was unlikely the issues would be addressed from their perspective. For each topic the NCC had produced a list of issues and questions as a guide for discussion and individuals had been selected by the NCC to act as 'group leaders', introducing these issues and questions. Questioning of the proposals was also restricted to the submission of written questions to the conference panel (fieldnotes 21/2/92; 9/3/92).

As the earlier response texts had highlighted, teachers' concerns were the practicalities of the implementation of the NCPE and the need for specific guidance on matters such as assessment. At the conferences discussion remained at a notably 'general' level. For example, no explanation was forthcoming about what lay behind the concepts of "broad" "balanced" and "flexible". With respect to assessment, delegates were informed that the NCC was working with the Schools Examinations and Assessment Council (SEAC) to produce "...meaningful help and advice for teachers " (fieldnotes, 9/3/92). On this and other matters (such as the relationship of the NCPE to GCSE*⁵ PE courses and the provision and co-ordination of INSET) there was also a continuing lack of consensus (fieldnotes, 21/2/92; 9/3/92). It was evident that "Coherent Support Mechanisms that will take us from documents to delivery" (Murdoch, 1992, p.16, emphasis removed) were far from in place. Furthermore, it was openly acknowledged that the NCC was not empowered (see chapter 8) to respond to views expressed by representatives of both LEAs and higher education that did address teachers'

concerns. The NCC explained that it was unable to advise the government on either initial or in-service teacher training needs arising from the NCPE requirements until it had shown this to be necessary through its own monitoring of the implementation of the NCPE. It was stressed that it was the LEAs' responsibility to ensure that schools could deliver the NCPE (fieldnotes, 21/2/92). However, as Murdoch (1992) observed and we have discussed elsewhere, LEAs' capacity to do this was arguably reduced by changes in the function and structure of their inspection and advisory services (see Evans & Penney, forthcoming).

The NCPE

The statutory orders for the NCPE were published in April 1992 (DES & WO, 1992). The presentation was more elaborate than the draft orders, but the content was essentially the same. Teachers received a ring-file containing the orders, with the promise of Non-Statutory Guidance (NSG) to follow. There was clearly a danger that in following rather than accompanying the statutory orders, the NSG and therefore the matters it addressed, would be largely overlooked; 'implementation' would already be underway. In their study of the NC as a whole, Vulliamy and Webb (1993) identified both the non-statutory status and 'late arrival' of the NCC's guidance on cross-curricular themes as contributing to these documents receiving "scant attention" in schools.

The NCPE 'folder' was also notably thin by comparison to other NC subjects. The content of the statutory orders, reflecting the constraints posed by the wider economic and political contexts, was clearly "skeletal" (Hill, 1980). In this form the NCPE presented the scope for variations in interpretations with respect to the perceived implications of the statutory orders for the curriculum that should be 'delivered' in schools. It appeared to offer opportunities to

those groups (and in particular LEAs and teachers) whose influence had been limited during the 'production' of the NCPE texts, to now contest and adapt its content. Murdoch (1992) explained that "... flexibility can be seen as a strength in that it allows us to make our own interpretations of the document" (ibid,1992, p.16). Some in the WG believed that all the NCPE should be was a *framework* (Evans,1993)*¹. Equally, however, there was the "... danger of giving mixed messages to teachers and thus losing the potential impact of a coherent and shared curriculum" (Murdoch,1992, p.16). Crucially, the flexibility also allowed for the continued influence of that aspect of the policy process that had been so apparent throughout its development; the economic context in which it was set and was ultimately designed to accommodate. As we will see, despite the apparent 'freedoms' the assumption that teachers would be able to express their agency (see Evans & Penney with Davies,1993 and chapter 8 below) was somewhat premature.

The end of the academic year was only a matter of weeks away, with the 'implementation' of the NCPE due to commence for the first year of pupils in key stages 1,2 and 3 the following term. Clearly this timescale did not allow for thorough curriculum evaluation and development. As we will see, some PE teachers had decided that they would 'wait and see' what materialised as the final NCPE text rather than act to 'implement' any preliminary recommendations. The time they subsequently had to wait for the arrival of the statutory orders meant that 'implementation', like the development of the NCPE itself, was 'rushed'. In this context and in the light of already heavy workloads, it was indeed "... tempting for some to simply read and *apply within present practice* the substance of the Orders and Non-Statutory Guidance" (Murdoch,1992,p.16,my emphasis; see chapters 6 & 7). In the following chapter I pursue teachers' interpretation of the NCPE text, and specifically address the LEA's role in determining this interpretation.

Conclusion

In many respects the 'production' of the NCPE as a policy text demonstrated the privileging of the conservative governments' political, economic and ideological interests. At this 'level' of the process neither the structure nor the mechanisms allowed for interest groups outside of the government to significantly challenge its discourse (see chapter 2). The key to this dominance was policy content itself; the "arrangements" (Hill,1980) for the policy process detailed within the ERA. Power relations were thus carried within and by the policy process. As we have seen, teachers were subordinated in this process, defined as "acquirers" of the curriculum. From this position they operated within and thus legitimated the discursive frames (and the principle of classification (Bernstein,1990) inherent in them) established by central government (see chapter 8).

Despite this emphasis of 'control' by central government, there was also a contradiction within the text of the NCPE. The economic context in which the NCPE was 'made' did not allow for a high degree of prescription, and demanded the production of a "skeletal" policy (Hill,1980). By its very nature the policy created the capacity for "slippage" (Bowe et al,1992) to occur in 'implementation'. The ability of the government to determine what would, in 'practice', constitute the NCPE was thereby limited. Furthermore, the ERA (also reflecting the economic and political context of policy 'making') demanded the active involvement of other sites in the forthcoming implementation of the NCPE. As we have seen, this involvement could be expected to give rise to different forms of policy and further texts, which may variously correspond to or contradict the text produced by the DES. Sites and individuals now charged with 'implementation' had the capacity to create 'new' policies; discourses could be embedded within discourses (see chapters 2 & 8). Nevertheless, there were clear 'boundaries' within which the

'implementation' of the NCPE would occur. The statutory orders provided a particular definition of PE that mirrored the definition of the curriculum inherent in the NC (see chapter 1). It remained to be seen if the classification embedded in these texts would be challenged by those charged with 'implementation'. Murdoch (1992) has observed that "It might be questioned just how free we are to make judgements on our own practice. The pressures are subtle but nonetheless significant" (ibid,1992,p.18). In the following chapters we see the scope of but also limitations to the 'freedom' of LEAs and teachers in the policy process.

Endnotes

*¹ In 1992 John Evans was funded by the ESRC (Project reference No. R00 23 3629) to explore policy 'making' in education at central government 'level' and specifically investigate the 'production' of the NCPE texts. This research linked directly with my own investigations and has been the subject of joint publications (see for example Evans and Penney,1993). References to Evans (1993) in the text above acknowledge the contribution that Evans' research made to my own knowledge and understanding of the development of the NCPE.

*² "Profile Components" refers to attainment targets that are grouped together for the purposes of assessment and reporting (DES,1989b).

*³ Compulsory Competitive Tendering (CCT) required local authorities to put the management of their leisure facilities 'out to tender'. It was feared that management changes arising may be the fore-runner to a reduction in subsidisation of schools' use of facilities (see chapter 1).

*⁴ A "Grants for Education, Support and Training" (GEST) Programme was established by the DES to fund in-service training associated with the introduction of the NC, with allocations being made to LEAs (DES/WO,1991b).

*⁵ GCSE : General Certificate of Secondary Education

*⁶ In this thesis PE "specialist" teachers refers to teachers who studied PE as a main subject in initial teacher training. "Non-specialists" refers to those teachers who did not study PE as a main subject in initial teacher training but are involved in PE teaching.

CHAPTER 5 : THE LOCAL EDUCATION AUTHORITY

In this chapter I examine the role and influence of the LEA in schools' and teachers' 'implementation' of the NCPE. As we will see, exploration of this context (see chapter 2) provided an insight into the ways in which the LEA and individuals within it shaped implementation, but were also constrained in and by the policy process. The discourses privileged in the ERA and their inherent tensions (in particular between the values embedded in LMS and the stated aims of the NC; see chapter 1) were expressed in the structure, operations and discourses of the LEA. Dominant discourses (with their inherent tensions) had been 'passed on' or 'adopted' in the policy process. However, as we will see, policies were also 'adapted' and "slippage" (Bowe et al, 1992) occurred at this site. 'New' policies were created within the LEA. Invariably, 'practice' in the context of the LEA constituted the production of policy texts (see chapter 2).

My discussion below focuses on two areas of the LEA's work that were important in shaping the implementation of the NCPE in schools; (i) the LEA's LMS scheme and (ii) its Inspection, Advisory and Support Service for PE. I outline and discuss specific aspects of the case study LEA's (see chapters 3 & 9) LMS scheme that impacted upon the provision of PE and the implementation of the NCPE within the authority. I then address the LEA's policies relating to in-service training (INSET) and the NCPE, and discuss the implications of these policies for the provision of PE and sport in schools and specifically the implementation of the NCPE. I highlight the importance and influence of individuals within the Inspection, Advisory and Support Service in shaping these policies, but also the ways in which their actions were themselves shaped by the context of the LEA and the wider political and economic climate. We see very clearly the operation of frames (see chapters 2 & 8) in the policy process.

Methodological Issues

The methods employed in investigating this setting and the analysis of the data arising have been discussed in chapter 3. Appendix C details the meetings and conferences within the authority that I attended and the informal interviews carried out within the LEA. Here I address the limitations of my research in this setting and explain the progressive focus of my investigations (see chapter 3).

The limitations of my research within the LEA are highlighted by Jennings' (1977) study, which provides a detailed account of LEA structures and operations and the impact of these and the individuals within them on "policy-making" within LEAs. Specifically, Jennings addresses the roles in this process of County Councils, the Education Committee, the Chief Education Officer (CEO), party groups, the majority party leader and the education department and its officers. In view of the scope of my research (see chapter 3), my investigation of the case study LEA was confined to what in Jennings terms was a "policy subsystem". In investigating the LEA my aim was to identify and explore those aspects of the LEA's operations that impacted upon the provision of PE and sport in schools. My investigations therefore focused on those officers most directly involved with PE; the LEA's PE inspectors (see below). They were my primary point of contact within the authority and my investigation of the LEA was guided by the data I gained from them. As I explained in chapter 3, initial meetings with the County General Inspector for Physical Education (CGIPE) in particular were critical in the development of an 'agenda' for the exploration of the LEA. The issues arising for investigation within the LEA are detailed in Appendix C.

As well as having spatial boundaries, my exploration of the LEA was limited temporally. Essentially I explored the structure that was in place when the research commenced,

rather than the changes that had occurred in this structure (see Evans and Penney, forthcoming). Undoubtedly, a wider exploration of the LEA in both spatial and temporal terms, and in particular the political dimension of the policy process in this setting, would have produced a better understanding of the policies I discuss below, in terms of how and why they arose. However, the limitations of time and energy precluded further investigation. As the research encompassed multiple sites within the policy process, the scope of investigation of any one site was necessarily restricted (see chapter 9).

Background : LMS, the NC and the Case Study LEA

LMS Schemes

By September 1989, and following consultation with headteachers and school governing bodies, LEAs were required to submit an "LMS scheme" to the Secretary of State (DES,1988). DES Circular No.7/88 set out the criteria for these schemes *¹. Having fixed their planned total expenditure on education, termed the **General Schools Budget (GSB)**, LEAs were required to identify and deduct certain "excepted items". These included "mandatory exceptions" such as central administration, and "discretionary exceptions" including structural maintenance, education welfare officers, school meals and "LEA initiatives". It was stated that apart from school meals, funding for premature retirement and severance, governor's insurance and any specific transitional (see below) exceptions, the discretionary exceptions should not exceed 10 % of the LEA's GSB (DES,1988).

After the deduction of mandatory and discretionary exceptions, the remaining funds comprised the **Aggregated Schools Budget (ASB)**. The ASB was expected to include funding for the salary costs of teaching and non-teaching staff, schools' "day-to-day premises costs" and "...books, equipment

and other goods and services used by schools..." (DES,1988,p.12). LEAs had to outline a formula for the allocation of the ASB to all secondary and primary schools; a process termed "**formula funding**". The amount allocated to each school via this formula was termed its "budget share". LMS guidelines identified "... the number of pupils in each school, weighted for differences in their age" as the "central determinant" for allocations (ibid,1988,p.22). Allocations on this basis "... should account for at least 75 % of the LEA's total aggregated schools budget" (ibid,1988,p.22). As long as this average was achieved, the proportion of any individual school's budget share allocated according to the number and age of pupils could vary from the 75% limit. The remaining 25% of the ASB was to be allocated on the basis of "other factors" (such as premises costs) which may vary significantly between schools. Special educational needs and curriculum protection for small schools "where appropriate" were factors LEAs were *required* to address within the 25% element of their formula. Others, such as the area, type and condition of premises were optional factors (DES,1988). Thus, for those items LEAs identified within the 75% element of their formula, there would be a standard per capita allocation to schools. For items incorporated in the 25% element, allocations would be on a differential basis. Below I address the implications of this distinction with reference to the case study LEA's scheme and the provision of PE within the authority.

Introducing LMS

It was anticipated that in most cases (subject to the SoS's approval of schemes) formula funding would come into effect from 1 April 1990. Within three years of their introduction of formula funding, for all secondary schools and all primary schools with over 200 pupils, LEAs had to delegate the management of schools' budget shares (as determined by its formula) to the school governing body. LEAs were free to

extend delegation to smaller schools and transitional arrangements were to be phased out by 1994 (DES,1988). With **delegated management**, school governing bodies and headteachers would, it was stated, "...have freedom to deploy resources within the school's budget according to their own educational needs and priorities" (DES,1988,p.6). Below I address the implications of this "freedom" in relation to the 'implementation' of LEA policies concerning the provision of PE and sport in schools and the introduction of the NCPE. In chapters 6 and 7 I explore further the allocation of resources within schools 'post-ERA'.

In the DES' view LEAs would, under these arrangements, have a "lead function" in "a number of key areas" (DES,1988,p.6). They would be

... free from the need to exercise direct, detailed control over the bulk of spending in schools with delegated budgets, but will have vital overall responsibility for ensuring that local management is effective in delivering better education.

(ibid,1988,p.6)

In particular, they would "...articulate policies for the service, including curricular policy..." and "... continue to have the main responsibility for the professional development of teachers, including appraisal and in-service training" (ibid,1988,p.6). Under LMS, LEAs would "... set the framework within which governing bodies will exercise their delegated powers" (ibid,1988,p.6). Below I highlight how, in the case of PE, the inability of the LEA to 'control' spending within schools restricted its ability to ensure the continued provision of quality education throughout the authority.

The National Curriculum

LEAs were similarly identified as having a 'lead' role to play in the 'implementation' of the NC. The DES stated that

LEAs and their inspectors and advisors have a key role in preparing for implementation both in supporting schools in their planning and in particular in providing early INSET for the teachers most immediately concerned.

(DES,1989b,9.9 emphasis removed)

The importance of "... advice and support from local authority inspectors and advisors to teachers, to help them in planning and implementation" (ibid,1989b,9.13) was stressed. Documentation specifically addressing the NCPE reinforced this emphasis (DES & WO,1991b).

Before pursuing the response of the case study LEA to LMS and the NC, I will provide some background information that helps to place the LEA's policies, actions and their 'effects' (see chapter 2) 'in context'.

The Case Study LEA

The case study LEA was a large authority in the south of England, encompassing both large conurbations and rural areas. The authority was divided into four geographical divisions, a structure that had been created in July 1989. The structuring of education varied within and between the divisions. In some parts of the LEA children attended First schools (5-8 years), then Middle schools (8-12 years) and then Secondary schools; in others they moved from Infants (5-7 years) to Juniors (7-11 years) and then on to Secondary schools. There were a total of 94 secondary schools for the age ranges 11-16 or 12-16.

In 1990 the LEA had reorganised its management structure in response to the 1988 ERA and the perceived new role of the authority created by the act. A leaflet produced by one of the divisional offices outlined this role and the LEA's response :

The County Council's major functions are to ensure that places are available for all pupils; that the education system is strategically well managed; that schools are well run and that above all the quality of education in our schools is as high as can be achieved.

To do this we have strengthened our team of school inspectors and made them operationally responsible to the Divisional Manager - the Assistant County Education Officer. We have also reduced our local bureaucracies and reorganised local offices to give constant high level management support to schools

(LEA, 1990a)

As figures 6 and 7 below illustrate, the structure of the authority was nevertheless complex. At the county 'level' (see chapter 2) the authority had three strands; an Operations Unit; a Development Unit and an Inspection and Advisory Support Service. The divisions appeared to represent another 'tier' in the structure of the authority. At the head of each division was an Assistant County Education Officer (ACEO), "...directly accountable for the quality of education in his or her Division" (LEA, 1990a). Additionally, many of the responsibilities identified at the county 'level' were replicated at a divisional 'level'. For example, the county Inspection and Advisory Support Service was headed by the Chief Inspector and included Principal Inspectors for each phase of education. In each division, a Divisional Senior Inspector then headed a team of Inspectors that included individuals with responsibility for the different phases.

However, the structural relationship between the county and its divisions was not a simple hierarchy of levels. The nature of the relationship between the two structures varied with different positions. 'HQ based' county officers serviced all divisions, but in addition, some divisional officers had a county remit. The County General Inspector for Outdoor Pursuits fell into the former category, being based at the LEA's headquarters and servicing all four divisions. However, the County General Inspector for Physical Education (CGIPE) was an example of the latter. He was based in a divisional

office and had the same divisional responsibilities as the three other General Inspectors for PE (GIPE) but was also their 'team leader' with responsibility for PE in the LEA as a whole. His position thus encompassed both a specific geographical responsibility and an overall policy responsibility within the LEA.

County Education Officer
(CEO)

Head of OPERATIONS	Head of DEVELOPMENT	Chief Inspector INSPECTION & ADVISORY SUPPORT SERVICE
Capital Resources Manager	Personnel & Training Unit Manager	Principal Inspector (Secondary)
Capital Projects Manager	Finance Unit Manager	PI (Primary)
Client and Contracted Services Manager	Information Services Manager	PI (Post 16)
LMS Project Officer	Policy Unit Manager	Principal Ed. Psychologist
Careers Service Director	- Ed. Policy Officer (Schools)	Senior Insp. (SEN)
Governor & Pupil Support Manager	- EPO (Special Needs)	County Youth Officer
	- EPO (Post 16)	External Funding Manager
	Student Grants Unit Manager	

Figure 6 : The LEA Structure (derived from LEA, 1990b)

Assistant County Education Officer (ACEO)*

-> Local Education Officers (LEOs) (4 or 5 per division)*

- geographical responsibility
- policy co-ordination responsibility

-> Student Services

- Student Services Officer
- Div. Senior Ed. Psychologist*
- Special Needs Officer
- Div. Senior Education Welfare Officer
- Awards & Grants Officer

-> Governor & Curriculum Services

- administration of appointment, support & training of Governors
- management of INSET budget

-> Education Inspectors

- Div. Senior Inspector*
- Primary Inspectors
- Secondary Inspectors
- Post 16 Inspector
- **Subject Inspectors** - (core & some other subjects, including PE)
- Div. Youth Officer

-> Personnel

-> Finance

* members of Divisional Management Team

Figure 7 : The LEA Divisional Structure

(derived from LEA, 1990b)

Other structural complexities were apparent in the organisation of the LEA's Inspection and Advisory Service. At both the county and divisional 'level' there were inspectors with responsibilities for specific phases of education (therefore covering all subjects), and inspectors with curriculum specialisms (covering all phases of education). As explained, the origins of the LEA's structure were not pursued. Nevertheless, the implications of the structure should be considered. The complexities of the LEA and its Divisional structures demanded complex networks of communication and cooperation. As we will see, such networks appeared to some extent lacking in the LEA's support for the 'implementation' of the NCPE in schools. Lines of communication and responsibilities may have been clearer within a structure employing single criteria to determine positions and responsibilities.

In addition, the structure of the case study LEA 'mirrored' that of the ERA itself in that LMS and the NC appeared to be regarded as essentially distinct policies. The introduction of LMS was addressed within the 'Operations' unit, under the direction of the LMS Project Officer, whilst the introduction of the NC was addressed within the Inspection, Advisory and Support Service. Issues that were significant concerns in the forthcoming 'implementation' of the NCPE (see chapter 1) were destined to be addressed in various locations within the authority. For example, grounds maintenance was incorporated within the "Client and Contracted Services" section of the Operations unit, whilst community use of schools came under the remit of the Education Policy Officer (Schools) (EPO(S)) within the Policy Unit of the Development Unit. The structure of the authority created a situation in which the PE inspectors who were to play a key role in supporting the implementation of the NCPE were 'distanced' from these units and, therefore, the issues which they were addressing. These observations point to the need to question the LEA's "arrangements" (Hill, 1980) for policy 'making', and the possible merits of alternative structures (see chapter 9).

The LEA's LMS Scheme

The case study LEA identified three areas of expenditure for funding via discretionary exceptions: (i) "Child Specific Provision", including educational psychologists; (ii) areas in which the LEA had "a continuing role and duty : education welfare officers; structural maintenance and repairs; curriculum support funds; advisory teachers and other similar cases" and (iii) areas which it was "not considered desirable to delegate : existing insurance arrangements; county music support service" (LEA,1990c,p.3). The support for the county music service illustrated the potential for LEAs to provide specific subject support within this aspect of their LMS scheme. Such support was not, however, entirely compatible with the government's stated expectation relating to LMS. This was that LEAs should not only achieve the 10% target for the costs of their discretionary exceptions subject to this limit, but aim to reduce this element of their GSB to 7% (DES,1988). As we will see, this policy had important implications for the support the case study LEA could provide for either the special (and financially demanding) circumstances of some schools, or particular aspects of education. There were clear limits to the ability of funding provided via the formula (and in particular within the per capita element of this) to cater for specific needs in schools. Nevertheless, in designing its LMS scheme, the case study LEA was committed to maximising the percentage of its GSB that was allocated to schools. In the first year of LMS, its discretionary exceptions subject to the 10% limit represented 8.4% of its GSB. Its ASB represented 73% of this. Declaring its future intentions, the LEA stated :

... in the first year of formula funding [LEA] was in the top ten of LEAs giving the largest proportion of budgets to schools. Before April 1993 [LEA] is committed to delegating substantially more of the discretionary elements.

(LEA, 1990d,p.3)

The LEA's approach to delegated management similarly appeared to confirm the CGIPE's view that the authority had adopted a "staunch Conservative stance" and that the CEO was committed to a county policy that reflected what the government had defined as a "good policy" (fieldnotes, 6/12/90). Once again, its policies not only met government requirements (to delegate management of budgets to all secondary schools and all primary schools with over 200 pupils), but also accommodated the stated "hopes" of the SoS (that LEAs would extend delegation to smaller schools) (DES,1988).

The LEA's planned introduction of LMS comprised four phases. In Phase 1 (from 1 April 1990), formula funding was introduced for all primary and secondary schools, and all secondary schools and 20 primary schools received delegated budgets. In phase 2 (from 1 April 1991), delegated management was extended to a further 266 primary schools including 20 "small schools". In phase 3 (from 1 April 1992), all remaining primary schools with over 200 pupils and possibly some smaller schools were to receive delegated budgets. Delegated management would then be extended to all remaining primary schools in April 1993 (Phase 4). The LEA explained

There is no particular rationale in the division in the Act and the Circular between primary schools with more than 200 pupils on the roll and those with less. As experience with delegation grows the authority would intend to delegate budgetary powers to special schools, although it is unlikely ever to wish to formula fund such schools.

(LEA, 1990c, p.2)

In the LEA's view, delegated management meant "...local choices over how the budget is spent. Savings in one type of expenditure can be used to fund desirable new developments" (LEA, 1990c, p.2). In subsequent chapters I address the financial decision making within schools that accompanied the introduction of LMS. As we will see, this was neither as democratic nor flexible as the LEA text implied. Although the LEA acknowledged that "Staff costs at present amount to up to 80% of the budget" (ibid, 1990c, p.2),

the implications of this situation were not addressed. Questionnaire and case study data supported the view that the savings that schools could make within the remaining 20% of their budget were inadequate to fund any significant "desirable new developments". Schools had to therefore look to staffing costs to make major budgetary savings (see chapters 6 & 7).

Below I detail how specific items of expenditure relating to the provision of PE and sport in schools were addressed within the LEA's LMS scheme. I discuss the implications of the LEA's policies for provision of PE and specifically, the forthcoming implementation of the NCPE.

Staffing

Under the LEA's LMS scheme, "Basic staffing" in secondary schools was incorporated in the 75% element of formula funding. This represented the major item of expenditure on which schools could make financial savings. How (and indeed whether) to spend money on staffing was therefore a critical issue for schools to address. The PE inspectors had some influence over the level of staffing and appointments for PE, as they had to assess a school's ability to "deliver PE". However, they reported that their involvement in interviews in schools was decreasing. (fieldnotes, 6/12/90, 8/12/91). This was particularly the case in the appointment of non-specialist teachers, who, the inspectors reported, appeared to be having an increasing input to PE. One of the inspectors had received three requests for "secondary non-specialist training" and saw this as a "new INSET demand" arising from a reduction in specialist staffing in schools (fieldnotes, 8/12/91). As we will see, questionnaire and case study data confirmed this trend and highlighted the implications of increases in non-specialist staffing of PE for curriculum design and the 'implementation' of the NCPE (see chapters 6 & 7).

The inspectors' concerns regarding non-specialist teaching of

PE were the adequacy of training, and specifically teachers' abilities to develop a 'broad and balanced' PE curriculum. They were aware that frequently, non-specialist input to PE may arise from a member of staff's personal interest and participation in sport, and that whilst non-specialists may therefore be able to support the provision of games, they may be less able to contribute to other aspects of PE. They therefore saw an increase in non-specialist staffing of PE as potentially reinforcing an emphasis on sport in PE and threatening the development of a balanced curriculum (fieldnotes,8/12/91). For similar reasons, the CGIPE viewed the prospect of the introduction of licensed teachers*² with some concern. He explained that one licensed teacher for PE was coming from Holland and added "... in 1992 it may well be very difficult to block EEC entrants" (fieldnotes,8/12/91). The NCPE WG reported that particularly in Germany and Sweden 'sport' was the focus of 'PE' (DES & WO,1991b). The prospect of input from foreign teachers therefore again highlighted the 'PE/Sport' distinction that was very apparent in the development of the NCPE (see chapters 1 & 4). In the CGIPE's view, employing foreign 'PE' teachers was likely to privilege sport within PE (fieldnotes,8/12/91).

With respect to the future of specialist PE teachers, the CGIPE's concern was that schools may look to make savings by employing part-time coaches and instructors rather than a full-time PE teacher (fieldnotes, 6/12/90). Neither questionnaire nor case study data confirmed such a trend (see chapters 6 & 7). Nevertheless, LMS clearly reduced the inspectors' ability to ensure an adequate level and quality of staffing for PE in schools and meant that a commitment from schools was required to maintain these. Support for the LEA's INSET courses demanded a similar commitment. Within the LEA's LMS scheme, funding for the supply cover invariably needed to enable attendance was largely allocated as a percentage of a schools staffing components. Although "top up funding" was available in "special circumstances", the LEA explained that the arrangements were

designed "to enable schools to meet most of their own supply costs" (LEA,1990c,p.6). PE teachers' future training therefore relied on support from those who 'held the purse strings' within their schools. As we will see, levels of staffing, expertise within PE departments and opportunities for training all varied immensely between schools and had important implications for the implementation of the NCPE (see chapters 6 & 7).

Facilities

DES Circular No.7/88 stated that the SoS's expectation was that the costs of "day-to-day internal maintenance", "minor emergency repairs" and grounds maintenance be delegated, and provided a suggested division of responsibilities between LEAs and schools for repairs and maintenance (see DES,1988). The case study LEA delegated funding for non-structural repairs and maintenance, splitting this on a 50:50 basis between the 75% and 25% element, the latter being determined by schools' floor area. The LEA was also considering building in a "condition factor" into this allocation to take account of "relative condition and vandalism" (LEA,1990c,p.9-10). However, internal decoration and maintenance, including, for example, the upkeep of gymnasium floors, was now the responsibility of individual schools. With delegated management, funding for such maintenance was in the hands of school governing bodies and headteachers. As we will see, both the condition of facilities for PE and the financial support for PE varied greatly between schools. This was in turn reflected in the opportunities that schools were able to provide in PE. A particular concern was where, 'post-LMS', the money for major repairs would come from (see chapters 6 & 7).

With respect to school based **swimming pools**, the LEA explained that

Where provided as a recognised teaching space, funds for maintenance will be allocated on a school specific basis as part of the 25%. In other

circumstances, maintenance costs of pools will be met on a similar basis until the end of the transitional period (ie 31st March 1993) : thereafter governors will have to accept financial responsibility or discontinue use of the pool.

(LEA, 1990c, p.9)

This clause of the LEA's LMS scheme had important implications not only for all schools with on-site swimming pools, but also many others using these facilities. A survey investigating swimming provision within the authority found that of 300 primary schools, 57 schools used their own pools for swimming provision and a further 95 used pools at other schools or "service bases" (CGIPE, 5/11/91). The prospect of discontinued use of school based pools would therefore have a direct impact on the PE curriculum in many schools and called into question the compatibility of this aspect of the LEA's LMS scheme with its own swimming policy (see below) and the requirements of the NCPE (see chapter 4). Effectively the LEA had delegated the 'burden' of swimming pool upkeep to schools. Those that were not defined as designated teaching spaces (a status accorded following assessment of the other facilities for PE on the school site and pupil numbers) faced an immediate financial burden, whilst those recognised as such would have a longer period in which to decide whether or not they would be able to finance continued usage. A letter to the County Education Officer (CEO) from one headteacher indicated that in cases where the funding of swimming pools was shared between the school and other parties (in this case the school, LEA and City Council), ownership of facilities, and the funding of maintenance and cleaning were all issues of concern arising with LMS (unattributable, 2/4/90). As we will see, these were concerns that were not confined to swimming pools but extended to other facilities used for PE (see below).

With respect to school grounds, the LEA's formula incorporated an allocation for maintenance of grass and hard areas within the 75% element and identified a minimum value for this allocation. If a school's allocation failed to meet this minimum, the school received a supplement from the 25% element (LEA, 1990e). Schools

identified as having a "site deficiency" received funds to assist in making alternative provision elsewhere (LEA, 1990c, p.8). The need for these latter arrangements, and the problems that arose in relation to grounds maintenance funding, highlighted that funding on a per capita basis could not accommodate specific needs and situations. Some schools with a small roll had relatively large grounds and thus faced a major deficit on this budget item, whilst others with relatively small grounds and a large roll made a substantial profit (fieldnotes, 15/11/91). The cases of schools lacking basic facilities also illustrated that the continued provision of PE and sport in schools and therefore, the implementation of the NCPE, necessitated support from outside of the education department. In the case study authority the County Council created a specific budget, separate from education department funds, for schools "identified as having inadequate facilities to provide a PE curriculum" (fieldnotes, 15/11/90). Similarly, with the introduction of LMS, funding for the authority's **Outdoor Education facilities** was transferred from the Education department to the county Recreation Department. This shift in funding was crucial in ensuring the continued operation of these facilities and therefore the ability of schools to offer outdoor education opportunities to pupils. Unfortunately, as we will see, other issues ultimately precluded some schools' use of these and other off-site facilities (see chapters 6 & 7).

The arrangements for grounds maintenance highlighted not only the shift in budgetary responsibilities from the LEA to the school, but also a change in the LEA's role that accompanied this shift. Grounds maintenance was one of the services for which the 1988 Local Government Act required LEAs to introduce Compulsory Competitive Tendering (CCT) (see chapter 1). Under LMS schools had the choice of whether to remain within the authority let contract, or make their own independent arrangements. Seemingly anxious to secure its own future existence, the case study LEA adopted the market discourse (see chapter 2) embedded in the ERA. This discourse was embedded in

the LEA's own policy texts. If it was not to be the contractor for services, it would now play a "consultancy" role. The LEA explained that if a school chose to arrange its own grounds maintenance contract, "specialist advice and consultancy" could be provided by the "Client side officers based in the Education Department" (LEA,1990f,p.51). Similarly, in the case of transport, the LEA's County Surveyor stressed that with LEA central control of the service "quality control" would be assured, only "reputable operators" would be used and "...problems regarding poor performance by the contractor will be dealt with by me as part of this comprehensive service arrangement" (LEA County Surveyor, 29/6/90). However, if schools chose to arrange transport directly with operators, he explained

... the Passenger and School Transport Group will be happy to offer any necessary advice with the arrangements and will be available to help in resolving any subsequent difficulties that may occur with the contractor.

(ibid,29/6/90)

The LEA's policies relating to the **community use of school facilities** similarly privileged the government's dominant discourse. As explained in chapter 1, the ERA encouraged the development of community use of school facilities and specifically, provided a financial incentive for development. Schools were entitled to keep the income from 'external' use of their facilities. Other organisations had pointed to PE facilities as a clear 'target' for development (see chapter 1) and the NCPE texts drew attention to the role of "partnerships" in future provision of PE and sport in schools (DES & WO,1991a; 1991b). The case study LEA stated its support for such developments, saying that

The county is keen to encourage community and recreational use of school premises and would like to develop the involvement of district, borough and city councils in the use of school facilities for the benefit of the local community.

(EPO(S),8/8/90)

Furthermore, this officer pointed out that in addition to swimming pools and sports halls, "... schools also have playing fields, netball courts, tennis courts, halls and gyms which lend themselves to a range of leisure pursuits" (ibid,8/8/90).

However, the LEA's "arrangements" (Hill,1980) for policy relating to community-use appeared to hinder development. With the introduction of LMS, LEAs were required to compensate schools for the additional costs incurred from community use from funds outside of the GSB (DES,1988). The LEA therefore had to separate the costs of community use and school use of school facilities. This was far from simple;

Some of the costs of community use, such as staffing, are very apparent, but others, such as fuel costs, extra wear and tear, and additional cleaning, are less easy to quantify.

(LEA,1990c,p.10)

In the case study LEA, schools not only had to attempt to separate the costs of school and community use, but within the latter, create further budgetary divisions. So that the "community budgets" schools received from the LEA matched the LEA's own budgetary divisions, schools had to apportion the costs of 'external' use between different users; "community", the adult education service and the youth service. Although schools were advised that they would be provided with a system for apportioning costs and advice on costs for various groups, the arrangements were complex. This was reflected in the length of the Education Policy Officer (Schools)' (EPO(S)) letters and memos to schools addressing this matter and her expression of "hope" that these provided some clarification of the arrangements (EPO(S),25/10/90).

The EPO(S)'s task of arranging the future funding arrangements for community use within the LEA, and the demands arising for schools was further complicated by the history of community use

within the authority. This featured varying patterns of provision. Some schools had developed facilities in 'partnership' with district, borough or city councils, and had a variety of ownership, funding and management arrangements. Others had developed community use alone, and some schools had no such use. The LEA therefore identified schools as "Joint-Provision Community Schools", "Non-Joint Provision Community Schools" and "Non-Community Schools". To meet the requirements of the ERA, all would have to produce "service plans" and annual budgets for community use. In addition, Joint-Provision Community Schools were required to have a "Heads of Agreement" document and Non-Joint Provision and Non-Community Schools needed a formal contract (fieldnotes, 4/12/90). Absent within the LEA were staff with a specific responsibility for community use who were capable of coordinating and directing its development. Responsibility for the future community use of school facilities had been assigned to the Education Policy Officer (Schools), whose clear priority was the successful introduction of the above new financial arrangements within the authority. Her strengths lay in administration rather than development and community use was a new issue to her. She had no knowledge of physical education or sport provision and therefore sought and welcomed advice on these matters from the PE inspectors and the leader of a project specifically concerned with the development of community use of school facilities*³. The EPO(S) explicitly acknowledged the absence of the necessary support for community use within the authority (fieldnotes, 4/12/90), and also indicated this in her correspondence to schools. For help in developing service plans, schools were advised to contact their Local Education Officer and/or phase inspector for general guidance. On specific aspects "...such as use of sports facilities and recreational activities...", the EPO(S) suggested that they contact either the specialist inspector or an officer at the county Recreation Department who could advise on these matters. However, she added that "... with the many demands on such people's time their ability to respond to requests for help outside their normal programme of visits to schools may be

limited" (EPO(S),1990). In my investigations it was very apparent that the PE inspectors had neither the time nor energy to provide support and guidance on practical issues surrounding the development of community use (such as ownership and replacement of equipment and maintenance of facilities) that were matters of concern to PE teachers (see chapter 6).

As well as facing substantial administrative demands, schools also had to cover the costs of community use that they developed. Within the guidelines set out by the DES (see DES circular No.7/88), LEAs could take into account the income that schools were accruing from such use. The case study LEA stated that under its scheme

... schools will be entitled to their lettings income as an addition to their formula allocation. They will of course have to bear the overhead costs, including energy, caretaking and other staffing costs, of operating beyond the school day.

(LEA,1990c,p.10)

However, the LEA also took up the DES' suggestion that

... LEAs may wish to specify conditions or give guidance to the governing body of the school... for instance on charging or letting policies. This might provide, for example, for current levels of subsidised lettings to voluntary and youth organisations to be maintained.

(DES,1988,p.36)

Potentially (and particularly in the light of LMS) the development of community use posed a threat to pupils' access to facilities. Extra-curricular PE activities may either be sacrificed to make way for income generating community activities, or themselves be subject to a charge (see chapter 1). LEA advice or a policy statement on these issues could well be influential in determining school policies. In the case study LEA, both LEA texts concerning community use, and the County

General Inspector for PE (CGIPE) specifically addressed these concerns. The LEA's "example" "Service Plans" and "Heads of Agreement" documents for schools (see above) included the statement that "The school's use of the centre (excluding exclusive community facilities) is free of charge..." and that during term time, the school had use of these facilities until 6pm Monday to Friday (EPO(S),1990,my emphasis). If adopted by school governing bodies, this policy would ensure that facilities would be available for extra-curricular PE free of charge. However, it was for individual schools to decide whether or not they adopted the LEA's policy. The CGIPE could only appeal for support. At a conference held to address community use, he expressed his hope that headteachers would "... accept that pupils have free access to the school facilities and that lunchtime and post-school activities should therefore be free" (fieldnotes,6/2/91). As with other aspects of LMS, the issue of community use thus pointed to the key role of the headteacher in determining opportunities for provision of PE and sport in schools. As we will see, it could not be guaranteed that they would share the CGIPE's views.

Furthermore, even if supportive of the CGIPE's stance, headteachers' opportunities to develop community use clearly varied. There was wide discrepancy within the authority with respect to schools' facilities for PE and sport (see chapter 6), and the attitudes of different local councils towards community use initiatives. The Assistant County Recreation Officer explained that some councils regarded this as an important feature of their leisure policy, whilst others were "totally against it" (fieldnotes,16/4/91). The LEA texts and other texts (see chapter 1) encouraging the development of community use failed to acknowledge or address such differences.

Charging Policy

For activities incorporated within the NC, the ERA prevented

schools meeting the costs of for example, travel and hire of facilities, by **charging** for activities. However, activities provided wholly or outside of school hours that were not related to the NC were defined as "optional extras" and could be subject to a charge. Additionally, "voluntary contributions" could be requested for both in and extra-curricular activities (see chapter 1). LEAs and school governing bodies were required to draw up and review their charging and remissions policies (DES,1989a). Circular No.2/89 explained

There is no legal requirement for LEAs to produce their policies in advance of schools, though in practice schools may want to see the LEA's statement before drawing up their own. The charging and remissions policies adopted by a school governing body may be more or less generous than the policies of the LEA, provided they meet the requirements of the law.

(DES,1989a,p.11)

Once again, the indication was that whilst not prescriptive, the LEA's policy would be significant in determining school policies. In the case study LEA, the CEO certainly anticipated or desired such influence. Pre-empting the LEA's formal policy statement, he detailed the LEA's stance on this matter. He stated,

Voluntary contributions from parents should be seen as the normal method of funding activities, including educational visits, which are considered valuable and which the school is unable otherwise to fund. This could apply to the costs of travel, entry to off-site facilities and materials for cookery,...

(CEO,14/3/89)

As explained above, the LEA had indicated it's opposition to schools charging for extra-curricular PE activities. However, the distinction between "charging" and "voluntary contributions" was such that use of the latter was as likely as a charge to produce inequalities in provision and opportunities. Although Circular No.2/89 specified that voluntary contributions must be

"genuinely voluntary" and that pupils could not be treated differentially according to whether or not their parents contributed, it stated that an accompanying letter to parents could indicate "... the contribution per pupil which would be required if the activity were to take place" and "...that the activity would not take place if parents were reluctant to support it" (DES,1989a,p.12). As the CEO observed "Parents could argue that a contribution sought in those terms was not voluntary" (CEO,14/3/89). However, rather than dissuading schools from requesting voluntary contributions, he advised them to be more subtle in their requests :

It would be better to put to parents that while some trips could take place even if parents of participating children declined to contribute, any trend of that kind would leave the Governing Body with no option but to reduce the pattern of activities.

(CEO,14/3/89)

These funding arrangements pointed to basic inadequacies in the funding to schools under LMS. PE was clearly one of the subjects where the effects of these policies would be felt. As we will see, there was a heavy reliance in PE on voluntary contributions for transport and entrance charges for the use of off-site facilities (see chapter 6). Neither the text of the ERA or that of the LEA acknowledged that different schools would, by virtue of socio-economic differences in their catchment areas, be very differently placed with respect to their ability to generate income by these means. The implications of these differences were in sharp contrast to the commitment to the provision of a broad and balanced PE curriculum for *all* pupils that the LEA PE inspectors portrayed in other instances (see below).

Some aspects of the LEA's LMS scheme acknowledged and attempted to address discrepancies between schools with respect to access to facilities for PE. For example, transport to **detached playing fields** was incorporated in the 25% element and "miscellaneous transport" was identified as a discretionary exception. However,

more frequently, the LEA's LMS scheme failed to accommodate such differences. Its funding arrangements for **swimming** were a clear instance of this failure. This aspect of its LMS scheme highlighted the conflict between support for the provision of PE throughout the authority and the LEA's adoption of the government's stance with respect to delegation of funds.

Swimming

The LEA had previously developed a county swimming programme, which identified the provision of 15 half hour swimming sessions (or equivalent) as a "basic entitlement" for all year 5 pupils (CGIPE,6/6/90). The LMS scheme appeared to indicate continued support for this entitlement. Funding for swimming was incorporated within the 75% element of the formula, based on the number of pupils aged 8-10 years. In a letter to headteachers within his division, the CGIPE explained "The formula allocates a sum of money (£4.52) in Year 4 and Year 5, giving you the flexibility to provide swimming for your pupils in either of those two years". This allocation, should, he stated, enable schools to provide a swimming programme that equated with the pre-LMS programme (ibid,6/6/90). This change in the funding of swimming was to be gradually phased in by the authority, so that funding would not be wholly determined by pupil numbers until 1994/5. The arrangements were detailed by the CEO in a letter to headteachers :

In 1990/91 it will be almost entirely determined by expenditure for the school concerned on the swimming programme in 1989/90. In 1991/92 the component will be 25% pupil driven and 75% determined by 1989/90 provision. It will be equally determined by these factors in 1992/93. In 1993/94 it will be 75% determined by pupil numbers and 25% by the 1989/90 position

(CEO,23/5/90)

The CEO stated that these arrangements would "ensure that every school has enough funds in the year starting 1st April 1990 to continue its present provision" (CEO,23/5/90). He made no comment on the ability of the transitional arrangements to meet

schools future needs and thus ensure continued provision.

Even the CEO's confidence with respect to provision in 1990/91 proved optimistic. Some schools reported that they had insufficient funds to cover the cost of swimming provision, and there was a reduction in school use of swimming facilities within the authority. The CEO's report on this matter (written by the CGIPE), identified seven pools where there had been "no significant reduction in education usage", nine pools where there had been reductions in education usage of between 20% and 100% and three pools which had "maintained usage by introducing "special" offers to school groups" (CGIPE, 5/11/91, p.2). Findings confirmed the importance of travel as an issue influencing provision, and this was highlighted in the report. The CGIPE said "It is important to note that all of the pools in the second category require "busing" programmes..." (ibid, 5/11/91, p.2). Although the LEA's allocation was sufficient to cover pool hire costs, those schools that needed to travel to pools reported that they could not afford to do so (ibid, 5/11/91, p.4). With some schools having withdrawn from the swimming programme, the CGIPE had previously acknowledged that "... transport is a problem, we haven't really resolved it" (fieldnotes, 15/11/90). However, the text of the report indicated that the LEA's ability or willingness to respond to this shortcoming was far from guaranteed. Indeed, the seriousness of the situation was seemingly 'played down' by the CGIPE. The report stated

...there has been some reduction in the use of external pools by [LEA] schools, but the picture is by no means as "bleak" as one might be lead to believe. Surprisingly there is considerable variation throughout the county..."

(CGIPE, 5/11/91, p.2)

Forty-one of three hundred responses to a survey of primary schools had reported that they were currently offering no swimming. The report's concluding recommendations drew attention

to the implications of the reductions in pool usage and the variations in swimming provision in terms of the clear inequalities in provision throughout the authority. These stated that if the county swimming programme was "...to be maintained at a level which will meet the National Curriculum entitlement...", there was a need for the LEA to consider whether it was

...prepared to CHANGE the basis of Swimming fund devolution, and make arrangements to provide funds on an "earmarked" specific basis to schools....The formula funding system does not have sufficient flexibility to meet a site specific swimming programme.

(ibid,5/11/91,p.4)

Specifically, the report recommended that the LEA produce a method of devolution which would

... - enable all schools with KS2 age range to undertake an acceptable swimming programme; - enable schools with varying needs to mount an equitable swimming programme; - enable some element of central organisation related to transport and swimming instruction.

(ibid,5/11/91,p.5)

Unfortunately, absent from the text was a suggestion of arrangements that may achieve these results. Furthermore, although strong, the recommendations appeared to lose much of their impact because of their separation in the text from the survey findings. The main text of the report emphasised the need for a response from Local Authorities and individual pool managers, rather than the LEA. This stated "... pools need to be active in attracting custom" (CGIPE,5/11/91,p.2) and that

The proactive pool manager will be successful - for too long they have been spoon fed by the PE Advisory Service in this authority arranging "centrally" funded County Swimming Programmes and busing children in and out of the pools. The Local Authorities need to "get their act together" and sell their facilities at an attractive cost.

(ibid,5/11/91,p.3)

Like other issues, swimming provision also illustrated that LMS had reduced the LEA's ability to 'control' curriculum policies within schools, but that it nevertheless attempted to do so. With delegated management, the decision of whether or not to use funds for the purpose specified within the formula rested with individual schools. The LEA was therefore reliant on the support of headteachers and governing bodies for the 'implementation' of its swimming policy. Again, the CGIPE could only appeal for support;

... I hope that you will continue to provide this swimming experience for your pupils - [the LEA] has "protected" a swimming entitlement for all its children for many years. Budget shares have been allocated to enable you to continue that entitlement -I hope you will do so,...

(CGIPE,6/6/90)

In other texts the CGIPE appeared to attempt to 'encourage' support by *assuming* that it would be forthcoming, rather than questioning whether or not this would be the case. For example, in a letter to headteachers he presented an outline of the swimming programme the LEA had arranged for their pupils. Although he acknowledged that "... each Headteacher/Governing Body will need to make the decision about viability of the programme in relation to the school's budget and policy", he effectively limited the 'choice' available to the schools. The CGIPE stated "I would ask you to *confirm your intention to take up this swimming programme as soon as possible*" and advised headteachers that the programme would "go ahead unless I hear to the contrary" (CGIPE,15/8/90; my emphasis).

In this and other texts the CGIPE acknowledged that financial issues, and in particular travel costs, would influence schools' decisions with respect to swimming provision. In one letter to headteachers he stated

Ideally you should aim to provide a series of 30 minute sessions, but I am conscious of the need to balance sessions with travel costs in producing a viable programme using the funding available to you.

(CGIPE,6/6/90)

As we will see, both travel costs and travelling time were key factors influencing schools' use of other off-site facilities for PE. Continued provision of swimming and other off-site activities required support for PE being reflected in both budget allocations and timetabling arrangements in schools (see chapter 6 & 7).

Equipment

LMS also signalled a change in the funding arrangements for the repair and replacement of PE equipment. Before 1990 equipment repair or replacement had been the responsibility of the LEA PE inspectors. The LEA's LMS scheme delegated the funding of (and thus responsibility for) equipment to schools. Allocations for equipment repairs and maintenance were on a per capita basis within the 75%. Once again the CGIPE regarded the LEA's policies as potentially damaging to the future provision of PE and sport in schools, and specifically the delivery of the NCPE. He explained that under these arrangements "... the Inspectorate no longer leads the repair process" and that "Heads are now realising the cost of PE". Repair and replacement of equipment, particularly large items, were, he said, a concern for schools (fieldnotes,15/11/90). He stressed the need for schools to plan and budget for future equipment replacement on both a long and short-term basis and foresaw the possibility of legal issues arising with the introduction of the NCPE, with some schools possibly lacking the equipment required to meet the requirements of the NCPE (fieldnotes, 15/11/90). As with facilities for PE, there was wide discrepancy in the PE equipment in different schools and therefore the opportunities that were available to pupils. As the CGIPE observed, under LMS, certainly within this authority, these differences would remain (fieldnotes,6/12/90).

LMS and specifically, the LEA's scheme, therefore raised many issues pertinent to schools' future provision of PE and sport and their response to the NCPE. In several instances, the LEA's PE inspectors had recognised the significance of LEA policies and responded with statements, guidelines and arrangements for policy that they hoped would protect the future provision of PE and sport and facilitate the 'successful' 'implementation' of the NCPE. However, the support for PE within the LMS scheme was clearly restricted by the overlying aims and direction of the authority, and the inspectors' limited ability to ensure that their policies would be expressed in 'practice'. As I discuss below, the inspectors' 'direct' support to schools and teachers similarly illustrated the constraints in and of the policy process.

The LEA's Inspection, Advisory and Support Service for PE

The Inspection 'Team'

As explained, there were three General Inspectors for PE (GIPE) within the authority, each responsible for PE in both the primary and secondary sectors in one division. These inspectors worked with, and under the direction of, the County General Inspector for PE (CGIPE). The CGIPE had the same divisional responsibilities as the GIs, but was also responsible for PE within the LEA as a whole. The limits of time and energy precluded full investigation of the history of the LEA PE inspectorate, its internal politics, the individual 'histories' of the inspectors and the ways in which differences in personalities, views and interests were expressed in the inspectors' work within their divisions. However, during the research I became aware of such differences, which, as we will see, were reflected in differences in the discourses that the inspectors employed and privileged. Meetings and discussions illustrated that whilst there was certainly commonality between the inspectors, there were also significant differences in views

and interests. Furthermore, policy texts demonstrated the capacity for the expression of these views and interests within 'LEA' policies. Some further comment on the characteristics of and personalities within the 'team' is therefore required.

The CGIPE in particular displayed immense energy and enthusiasm for his work and a strong commitment to the future of PE not only within the LEA, but nationally. He appeared keen to attempt to establish the LEA as, in Wyatt's (1993) terms a "greyhound"*⁴ in the field of PE. He was actively involved in both BAALPE and SCOPE and, as I illustrated in chapter 4, he privileged the policies of the former in his work within the LEA. Both the CGIPE's position as the 'team leader' and his dominant personality and leadership style facilitated his influence on 'LEA' policy. Throughout the research his dominance of meeting agendas and discussions was very apparent. Also evident was the fact that with both divisional and county responsibilities within the LEA and positions within national organisations, the CGIPE had many and inevitably sometimes conflicting demands on his time. These pressures were confounded by the uncertainty over the future of the inspectorate (see below). This context and his own ambitions appeared to be reflected in his own work, which frequently appeared rather 'frantic'. This in turn then seemed to impact upon the work of other members of the inspectorate.

The other inspectors clearly shared the CGIPE's commitment to PE, but also his opposition to the changes in the work of the Inspection and Advisory and Support Service and concerns about its future (see below). All of the inspectors appeared very knowledgeable about both sectors, but individual expertise and experience was also recognised, and reflected in the work of the inspectorate. For example, one of the GIPE had previously worked very closely with the Sports Council. This inspector therefore took the lead in the LEA's joint initiative with the regional Sports Council, aimed at developing provision of sport for school children (see below). Another inspector had previous

experience in developing community use of a secondary school, and he therefore took up the issue of community use under LMS on behalf of the PE inspectorate. Like the CGIPE, both of these inspectors appeared to be working somewhat frantically in an attempt to cope with increasing and changing demands. By comparison, the third GIPE appeared 'quiet' and 'calm' in his approach. He gave the impression of wanting to quietly get on with his job, and at times seemed somewhat amused by the near state of 'panic' being displayed by the other inspectors. In the later stages of the research, I particularly noted this contrast, and the 'divide' it appeared to create within the inspectorate. At an INSET course following the publication of the statutory orders, he was the only inspector not to lead any sessions and his lack of input and 'distance' from the other inspectors was commented on by some of the teachers present. Certainly, during the course, he appeared to have little influence on LEA policy, allowing the other inspectors (and their discourses) to be dominant (fieldnotes, 30/6/92; see below).

Inspection, Advice and Support

Following the ERA and the associated change in the structure of the LEA, the PE inspectors faced both a newly defined role and an uncertain future. The emphasis was on inspection rather than an advisory role. The recommended balance between their responsibilities was 60% "Inspection", 20% "Support" and 20% "Policy Development" and the inspectors were required to catalogue their work on this basis. Both the emphasis on inspection and the accompanying administrative requirements were a source of dissatisfaction to the inspectors (fieldnotes, 15/11/90). Furthermore it was speculated that in the future independent inspectors would service all schools (TES, 24/5/91; Nixon & Ruddock, 1991; Wilcox, 1991) and that the position of these inspectors and any future advisory services would rely entirely on schools commissioning their services. The level of LEA provision would be "... increasingly buyer-led" (Davies,

1991) such that "... the size and role of the LEA will reflect more directly the priorities of its schools" (ibid,1991, p.22). The LEA PE Inspectors were working in a situation whereby they were acutely aware that their own jobs may disappear. At an early stage in the research the CGIPE explained he anticipated a "pruning" of the LEA's advisory and support structure (fieldnotes,6/12/90). The actions of the inspectorate have to be viewed in the light of these national and local contexts, which have been addressed more fully elsewhere (see Evans and Penney, forthcoming).

In-Service Training (INSET) for PE

Under the LEA's LMS scheme, funding for both attendance of INSET courses and supply cover that may be required to enable attendance, came from individual school budgets. Future provision of INSET by the LEA was reliant on school support (see above). As we will see, these funding arrangements also created a situation in which support for training was a matter of competition between curriculum subjects (see chapters 6 & 7). Thus, neither the provision nor attendance of training for PE within the authority was secure.

The development and delivery of INSET for PE was clearly constrained by it's resourcing within the LEA. The Inspectors faced a situation in which having identified INSET needs, they had to also decide how those needs may be met, i.e. what courses should be provided, and then deliver the courses themselves. The size of the 'team', their multiple responsibilities and the large geographical area that they had to cover were all basic limitations on the work that was possible. This was very apparent when the LEA's PE INSET courses were "heavily subscribed". All of the inspectors were then "heavily involved in INSET provision" and reported that they were finding it difficult to cope with other aspects of their work (fieldnotes,10/10/91).

In response to the uncertainties surrounding future in-service training for PE, the PE inspectors devoted considerable attention to the development of a scheme which, they hoped, would secure future funding. This was a joint initiative with the regional Sports Council established to further the development of opportunities for school children to participate in sport. Specifically, it addressed provision of after-school sport and links with clubs, and the staffing and staff training for these activities (fieldnotes, 7/11/90). The PE inspectors recognised this as an opportunity to obtain financial support for the provision of in-service training for PE within the authority. The CGIPE expressed his enthusiasm for the scheme, saying it would "effectively underwrite the [LEA] INSET programme" (fieldnotes, 7/11/90). The overlying influence of the wider economic context on the work of the inspectorate was all too apparent.

However, this scheme also again highlighted the "sport/PE divide" (see chapters 1 & 4). Although the scheme was promoted as a "partnership" the regional Sports Council and the LEA PE inspectors had different interests and agendas which they wished to pursue. The Sports Council focus was on the development of opportunities for young, and particularly talented, school children to participate in sports, primarily through more direct links being established between schools and clubs and governing bodies of sport. These aims were addressed nationally in the "Champion Coaching Project" *⁵. The PE inspectors primary concern was the provision of training opportunities for school teachers involved in provision of PE. Although the scheme focused on extra-curricular activities, the inspectors recognised that support in terms of either staff training, equipment or facility grants, could also improve the opportunities available in in-curricular PE. Additionally, their emphasis, and particularly that of the CGIPE, was the establishment of links between schools, rather than between schools and 'other parties'. However, the resources to support the development of such links were lacking. Within the LEA

'team' and amongst PE teachers in schools, the development of the scheme was only one element of very demanding jobs (fieldnotes, 12/3/91; 8/5/91; 12/11/91). Furthermore, encouraging co-operation between schools in the competitive context of LMS and open enrolment (see chapter 1) was not easy. The PE inspectors were particularly aware of the caution needed in the development of local "centres of development" with respect to the way in which this may portray some schools as better than others (fieldnotes, 12/3/91). In addition, the active participation of some schools (and therefore their pupils) within the scheme was prohibited by the LEA's policy relating to Grant Maintained Status (GMS) or 'opted out' schools (see chapter 1). Recognising that its own future was dependent on schools remaining within the LEA structure, the LEA directly opposed the government's desire that schools should 'opt out' of LEA control and receive funding direct from Central Government (see chapter 1). The LEA therefore adopted a policy of severing all communication with GMS schools (fieldnotes, 7/11/90; 12/3/91). Although in 1990 only one secondary school within the authority had become Grant Maintained, more were expected to follow suit. The absence of communication between GMS schools and the LEA clearly had important implications in terms of the opportunities for PE and sport enjoyed by pupils throughout the authority. The inspectors' policies relating to this scheme were framed (see chapter 8) by the wider political context in which they worked.

Ultimately, economic issues appeared to drive the development of the scheme. To secure continued financial support 'visible results' were needed (fieldnotes, 12/11/91). The establishment of the desired "networks" of schools may hold long term prospects, but in the short term would not achieve this. Attention was therefore shifted to the development of a number of local projects, some linked to the Champion Coaching scheme⁵. Although this strategy secured further funding, it reinforced the localised and very varied nature of the provision of PE and sport in schools throughout the authority and did not

guarantee long-term changes in the infra-structure to support provision. Essentially, it also privileged the interests of sport, rather than PE. In part, this appeared to reflect a change in the 'control' of the scheme within the inspectorate. The involvement of the CGIPE in the scheme declined as development progressed. The inspector who had previously worked closely with the Sports Council then took clear leadership of the scheme. He was the key figure in the moves to develop Champion Coaching within the authority and link this with the LEA's own scheme. Although financial issues were clearly very significant, the direction the scheme took therefore also seemed to reflect personal experience and interests.

As indicated earlier, the provision of INSET was recognised as having a crucial role to play in the 'implementation' of the NCPE in schools. Below I discuss the LEA's response to the NCPE and some of the associated INSET provided by the PE inspectors.

The LEA's response to the NCPE

In chapter 4 I discussed the LEA's response to the NCPE Working Group (WG)'s Interim and Final Reports. I illustrated the LEA PE inspectors' clear support for the working group (and specifically, its emphasis of a child-centred approach in PE and the need for a wide range of activities within the curriculum), their rejection of the SoS's criticisms of the Interim report and opposition to his moves to privilege sport in the NCPE. However, as explained, the government's interests and discourse was increasingly privileged in the texts of the NCPE. The statutory orders for PE reflected the dominance of economic considerations and the government's interests in sport (see chapter 4). The LEA PE inspectors' response to this 'reduction' or 'loss' in the NCPE texts was the approach that one member of the NCPE WG has since recommended (see Murdoch, 1992); to encourage teachers to refer to the earlier NCPE texts. At an INSET course following the publication of the statutory orders, the CGIPE advised teachers to "Put the final report in your

folder and refer back to it ..." (fieldnotes, 29/6/92). In addition, the inspectors recognised and attempted to 'fill' some of the 'gaps' or omissions in the text of the NCPE, and thereby shape its 'implementation' in schools.

For example, the NCPE did not specify the curriculum time that should be allocated to PE in schools. 'Advice' from LEAs on this matter would not be prescriptive, but a policy statement could clearly be either used or interpreted by teachers and headteachers as 'official' guidance that should be adhered to. The case study LEA produced a statement of policy on timetabling for key stage 3. This detailed the hours that all of the subject inspectors had agreed should be allocated to curriculum subjects during the key stage. In an outline totalling 2790 hours, the recommendation was that 240 (8.6%) hours should be allocated to PE. The document also drew attention to the need for schools to consider not merely the total time allocated but also the "... regularity and frequency with which a subject is 'visited'" and the "size of the time block" allocated (LEA,1991c,p.3). With respect to the latter the LEA stated

In general, time blocks as small as 35 minutes will not be suitable. On the other hand, inspectors are doubtful whether full value is obtained in all subjects when 70 minute lessons are the norm, although these, or longer periods, are valuable for some learning activities.

(ibid,1991c,p.3)

At an INSET course addressing the implementation of the NCPE, the CGIPE drew attention to the above recommendations. He particularly stressed the need to address the frequency of PE lessons, explaining that if one adopted a "minimalistic view", the requirement to fulfil programmes of study in only two activities in KS 4 could in fact be met in a single year; "... 2 x 20 hours - 40 hours PE... so 1 year of PE will do..." (fieldnotes,29/6/92). He also highlighted the need for time 'lost' because of special events needed to be "timetabled out" and stressed that the NCPE was the entitlement of all pupils.

Therefore, he stated, time for learning a second language could no longer come from PE. He explained that all subject inspectors had agreed that time for this should come either from time for foreign languages, or english. The LEA's stance on this matter was therefore highly supportive of PE. However, as we will see, there was still variation between schools with respect to the timetabling of PE and both questionnaire and case study data illustrated the implications of, for example, differences in lesson length for the opportunities that may be provided in PE (see chapters 6 & 7).

Breadth and Balance in the NCPE

The LEA PE inspectors also addressed the issue of how PE curriculum time should be allocated between different activities. In contrast to the statutory orders (see chapter 4) the inspectors stressed the need for "balance" to be directly reflected in the time devoted to different activities within the PE curriculum. Teachers at the INSET course held to address the implementation of the NCPE were asked to calculate the time currently devoted to the different areas of activity in their PE curriculum. One of the inspectors produced pie- and bar-charts to illustrate that "traditionally" the PE curriculum was "...games orientated...not only games orientated but invasion games orientated..." (fieldnotes,29/6/92). The inspectors stressed the need to review PE curriculum design to redress the balance. They outlined moves in some schools towards "modular developments" rather than a seasonally based PE curriculum. The CGIPE posed the question "... is one 6-week unit acceptable for an activity area ?", and highlighted that in many instances, this was the case for athletics. In the CGIPE's view, with the introduction of the NCPE schools should "...forget seasonal...won't fit in..." (fieldnotes,29/6/92). In making this recommendation, the CGIPE also drew attention to the implications of a modular programme for grounds maintenance, and the possible advantages of school 'control' of this under LMS. He explained that they could now request different arrangements

for pitch marking to meet specific needs, which may include, for example, marking for athletics in September to enable this activity to occur in both the Autumn and Summer terms (fieldnotes, 29/6/92). As we will see, questionnaire and case study data confirmed the continued games emphasis and seasonal pattern of the PE curriculum in many schools. Although some schools took advantage of the greater 'flexibility' with respect to grounds maintenance arrangements, changes related to financial concerns rather than a review of their curriculum design (see chapters 6 & 7). Crucially, although the LEA had presented a clear 'policy' on this issue, whether or not it was expressed in practice was again dependent on the response of individual schools and the teachers within them. Ironically, much of the other 'advice' provided by the PE Inspectors at this INSET course appeared to actively discourage the curriculum review that was needed to ensure that these issues were addressed in the implementation of the NCPE.

'Implementation' : Producing Policy Texts

The over-riding emphasis of the above INSET course was the administrative requirements accompanying the introduction of the NCPE. The Inspectors stressed the need for all departments to establish comprehensive curriculum outlines, statements of departmental aims, units and schemes of work, all cross-referenced to the statutory orders for the NCPE. HMI inspectors would, they stressed, wish to see this documentation when they visited schools to assess their 'implementation' of the NCPE. By September 1992, therefore, the necessary paperwork to accompany the introduction of the NCPE for year 7 needed to be in place in all departments within the authority. The message that teachers received from the Inspectorate was that their immediate task in the 'implementation' of the NCPE was the writing of policy texts. This confirmed teachers' fears that the NCPE would 'arrive' with an administrative burden attached (see chapter 6). Furthermore, these demands came at a time when most teachers were experiencing an already busy and difficult 'end

of term' with pressures to finalise timetables and plans for the next academic year before the summer vacation (see chapter 7). Understandably, many were left wondering how and when they were now also expected to embark on the administrative tasks associated with the implementation of the NCPE (fieldnotes, 29/6/92; 30/6/92).

In this climate it is not surprising that many teachers appeared set to adopt an approach of making minimal changes to their existing curricula and accompanying documentation (where it existed) to ensure that it now 'met the requirements' of the NCPE. Indeed, this was the very approach recommended by the LEA inspectors. In an apparent attempt to 'play down' the administrative work PE teachers faced, the inspectors emphasised that in many instances the requirements demanded only minor changes to existing curriculum documentation. One of the inspectors stated that "... the National Curriculum aims are exactly the same as ours ... it's not asking you to do anything different the important thing is it's [existing curriculum documentation] not wrong ... it needs sharpening...we need to make it National Curriculum proof" and repeatedly advised teachers "don't throw the baby away with the bath water" (fieldnotes, 29/6/92). The LEA PE inspectors also drew attention to the fact that in September 1992 the NCPE *only* had to be introduced for year 7. Their advice was that departments therefore address their year 7 curriculum, and produce the necessary documentation to accompany this, then the following year, do likewise for year 8, and also evaluate and modify year 7. They recommended that departments continue 'implementation' on this "rolling programme" basis (fieldnotes, 29/6/92). Their advice failed to acknowledge that the problem of the lack of time to address the NCPE, quite apart from to also evaluate and modify that already 'implemented', would not disappear. Furthermore, a "rolling programme" approach, like the phased introduction of the NC, seemed in danger (at least in the short-term) of discouraging curriculum planning *across key stages*. The advice to "...let year 8 and 9 tick over..."

(fieldnotes, 29/6/92) somewhat contradicted the LEA's policy statement on timetabling for KS3 that drew attention to the need to plan for the key stage as a whole (LEA, 1991c), and appeared likely to jeopardise the development of continuity and progression in PE curriculum design.

The LEA's approach seemed to reduce the already slim prospects of the 'implementation' of the NCPE giving rise to the evaluation and development of curriculum content and teaching methods. The inspectors' focus on the administrative demands of the NC reflected the dominance of the government's discourse of 'accountability' within the LEA. In their view, departmental documentation would be the key criteria by which not only schools' but also their own response to the NCPE would be judged. However, in adopting this discourse the inspectors positioned both themselves and others in the policy process, and thereby influenced how the 'advice' they provided was received. As indicated earlier, the LEA's restructuring had a clear 'management' thrust. To varying degrees, the PE inspectors adopted and privileged a 'management' (rather than educational) approach and discourse. This was particularly evident at the above INSET course. The setting for the course was not an LEA curriculum development centre, but hotel conference facilities. Extensive use was made of 'flip charts', plastic folders were provided and complementary soft drinks were available at all times. During the course PE teachers were 'advised' on "corporate and individual responsibilities", "styles of management", "Departmental Working Procedures", "Action Plans" "Personal Planning" and "Financial Planning" (fieldnotes, 29 & 30/6/92). The PE inspectors seemed unaware of the possible effects of their use of this discourse. Clearly, it was not that of teachers nor education. Its use by the inspectors had important implications both for teachers' ability to respond to the information they received, and their attitudes towards the inspectors and the information and advice being provided. The inspectors effectively distanced and distinguished themselves from teachers. Their discourse located them with the government,

in a world separate from the 'realities' of the situations teachers faced. The LEA PE inspectors thus reinforced the view amongst PE teachers that the NCPE was being imposed on departments, with neither the time nor resources required to support 'implementation' (see chapters 6 & 7).

'Policy' and 'Practice'

Although in many respects the LEA had produced a clear policy for the 'implementation' of the NCPE, it was far from clear whether schools and the teachers within them would be willing, or indeed able, to express this in 'practice'. Once again LEA 'guidance' ignored the important implications of basic differences between schools. The LEA PE inspectors recommended that heads of PE departments 'spread the workload' involved in producing the necessary documentation for the NCPE, and ask each member of the department to write some of the units of work. They overlooked considerable variations in the size of PE departments and therefore the opportunities for such delegation. As we will see, whilst some heads of department may have been fortunate in having three or four colleagues to aid them in meeting these demands, for others, where the PE department comprised just themselves and one other member of staff, the demands were perceived as an enormous administrative burden (see chapter 7). Furthermore, it was already apparent that other LEA policies, and specifically, aspects of its LMS scheme, would (in some schools) 'create' a context which precluded support for the 'implementation' of the NCPE. For example, the funding arrangements for swimming meant that those schools that faced transport and/or instruction costs in addition to pool hire charges were unlikely to be able to provide swimming. This illustrated an inherent tension in the LEA's policies. On the one hand the LEA had voiced its support for PE, on the other it was committed to a policy of maximising the delegation of its resources. The latter policy necessarily restricted the support it could give to any specific aspect of education and would ensure that differences between schools remained. By virtue of

their different contexts, schools would be differently placed in terms of whether or not they could in fact 'choose' to support the LEA's policies relating to the NCPE.

Conclusion

Both the LEA's LMS scheme and the policies and actions of its Inspection, Advisory and Support Service for PE clearly set particular frames (see chapter 8) for the implementation of the NCPE. The LEA policies had in some cases created, and other cases attempted to create, boundaries within which decisions in schools would be made. However, as with the ERA (see chapter 1) and specifically, the statutory orders for the NCPE (see chapter 4), these were, in many respects, 'merely' frames. The LEA's policies did not alter (and in some instances reinforced) the fact that many decisions crucial to the future provision of PE and sport in schools would be taken in schools. Headteachers would clearly play a key role in the 'implementation' of the NCPE. In this respect the LEA's policies (or more accurately, its limited ability to ensure that these would be expressed in 'practice') themselves reflected the operation of constraint in the policy process. The LEA acted within the "arrangements" (Hill, 1980) for policy detailed in the ERA. In addition, although they illustrated a degree of resistance to the text of the statutory orders for the NCPE, the PE inspectors nevertheless remained within boundaries that had been created by others. Notably, their focus was the areas of activity within the NCPE. The principles of breadth and balance in PE were addressed in relation to this definition of PE. The LEA PE inspectors thus further legitimated and reinforced the principle of classification (Bernstein, 1990; see chapter 2) defining the NCPE that had been established by central government (see chapter 4). In the following chapters I explore the impact of the LEA policies on schools and the features of school contexts that ultimately determined the level and nature of provision of PE and sport in schools, and specifically, what pupils experienced as a NCPE.

Endnotes

*¹ The research within the LEA was carried out with reference to the requirements relating to LMS detailed in DES Circular No.7/88. The sums available for delegation by LEAs were subsequently redefined in Circular 7/91 (see Wallace,1993).

*² The licensed teaching scheme was started in 1989 by the DES and being run in 50 authorities in 1991. Individuals were required to have GCSE english and maths grade C or equivalent and to have completed at least two years in higher education to apply for the apprenticeship style training scheme. Qualified teachers from abroad were required by the DES to be licensed (TES,19/7/91).

*³ In addition to the LEA's support, the county Recreation Department and regional Sports Council had established a project to specifically address the development of the use of school facilities outside of school hours. The staffing of the project comprised one Project Officer.

*⁴ Wyatt (1993) identified four categories of LEA :

... the 'ostrich' variety which buries its head in the sand and refuses to acknowledge the situation surrounding it; the 'tortoise' type which plods along getting there in the end, looking round first to see how others are doing; the 'headless chicken' model rushing around making changes for changes sake and then finding that the original idea works best; and finally the 'greyhound', streamlined and out in front leading the pack - knowing where it is going and arriving well ahead of the others!

(ibid,1993,p.12)

*⁵ "Champion Coaching" is a national project developed by the National Coaching Foundation with support from central government. It aimed to explore different structures for the provision of "quality" after-school sport, via the establishment of 20 regional demonstration schemes. Each scheme involved "defined groups of 25-30 children" participating in "... a structured 6-10 week programme designed to provide high quality sports coaching and participation experience" (NCF,1991b, p.2) in 4-6 "Schools of Sport" (NCF,1992), selected from soccer/rugby, hockey, cricket, tennis, badminton, table tennis, basketball, netball and swimming.

CHAPTER 6 : PE AND SPORT IN SCHOOLS AFTER ERA

In chapter 4 I highlighted the 'flexibility' incorporated into the NCPE as a policy text. I explained that this was a response to the need (in the absence of central government resourcing) for the requirements of the NCPE to be able to accommodate the different school contexts in which it would be 'implemented' and that the NCPE text thus offered the potential for significant variations in the 'practice' that would constitute provision of the NCPE. In chapter 5 I explored the influence of LEA policies in shaping the school context in which 'implementation' of the NCPE was to occur. LEA data further emphasised the capacity for 'new' texts (see chapter 2) to arise during 'implementation' in schools. Many of the LEA's policies, like the statutory orders for the NCPE, had inherent 'flexibility' that essentially empowered (see chapter 8) headteachers and school governing bodies. In this chapter I explore the school contexts (see chapter 2) in which these policies 'arrived' and initial responses from heads of PE departments to the NCPE.

In investigating schools, my interest was in pursuing what factors and who was influential in the policy process at this site, and how that influence was felt in the provision of PE and sport. My discussion draws on findings of a questionnaire survey in which both quantitative and qualitative data was gathered. As I explain below, investigation focused on those aspects of the school context that the research had indicated (i) underlay the provision of PE and sport in schools and that would therefore shape the 'implementation' of the NCPE, and (ii) may be effected by the ERA and the LEA's policies relating to this (see chapter 5). The resourcing of PE in schools was therefore central to the enquiry. Below I address the implications of differences and changes in the resourcing of PE for the breadth and balance of the PE curriculum and the quality of teaching and learning in PE.

My underlying concern was to explore the conditions in which particular influences would be apparent or dominant in the

policy process and thus, particular 'effects' (see chapter 2) emerge in the implementation of the NCPE in schools. In addressing this issue I emphasise the complexity of the policy process within schools and the problems and inadequacies of attempting to identify 'conditions' in terms of 'types' of school. In particular, I discuss the problematic nature of the concepts of 'rich' and 'poor' in relation to the resourcing of PE. Nevertheless, in addressing the impact of the ERA on schools, I illustrate the creation of particular 'conditions' which had important implications for the future provision of PE and sport. Essentially I show that 'post-ERA', school contexts and the allocation of resources within them, were framed (see chapter 8) by the NC and LMS. I illustrate the potential impact of changes in resourcing associated with these policies on the future provision of PE and sport in schools and explain how, in these circumstances, PE departments were very differently placed to 'deliver' the NCPE. Again I highlight the complexities involved in the effects arising. Specifically I draw attention to the problems of talking in unqualified terms of there being 'winners' and 'losers' 'post-ERA'. I stress the need for analyses to address the impact of policies at both a school and departmental 'level' (see chapter 2) and point to the headteacher as a key figure in the policy process.

Although I illustrate the influence of differences in resourcing on heads of PE departments' (heads of PE) responses to the forthcoming implementation of the NCPE, I also identify the limited ability of a focus on resourcing to explain their responses. As we will see, responses also reflected other aspects of the school context and issues associated with the wider context in which the NC and the NCPE were developed (and the content, mechanisms and structure inherent in the latter; see chapter 2). Essentially I draw attention to the role of other frames in the policy process; discursive, economic and institutional (see chapter

8). It will be evident from my discussion in this chapter that data from heads of PE was critical in the refinement and development of my theorising of the policy process and specifically my increasing focus on the concept of 'frame' (see chapters 2 & 8). As I discuss further in chapter 8, the data presented in this chapter illustrates very vividly the complex interplay of frame factors that variously constrained and facilitated the pedagogical process in PE. As in my exploration of the policy process at other sites (see chapters 4 & 5), the identification of 'constraints' is accompanied by the illustration of 'freedom' in the policy process (see chapter 8). Specifically, I emphasise the key role of the heads of PE in the 'implementation' of the NCPE and, in the light of their responses, point to historical provision as a crucial factor in that 'implementation'.

Methodological Issues

Questionnaire Design

Study of documentation, participant observation and informal interviews contributed to the progressive identification of the issues associated with the ERA and the provision of PE and sport in schools (see chapter 3). Figures 1 and 2 (see chapter 1) represent the early analysis of these, and provided the basis for my exploration of the LEA setting (see chapter 5). These models, together with the data from the LEA and the 'national' settings (see chapter 4) informed the questionnaire design.

The questionnaire aimed to provide data that would

- (i) Describe provision of PE and sport in schools in terms of both level and quality,
- (ii) Describe the changes in this provision *over time*,
- (iii) Describe the variation in provision *between schools*,
- (iv) Address the *reasons* for changes over time and the variations between schools,

(v) Specifically address the impact of the ERA on the resourcing and provision of PE and sport.

Together it was hoped that this data would provide an insight into the key factors and key figures determining provision of PE and sport in schools 'post-ERA'.

To pursue these issues it was necessary to gather not only 'objective' data relating to the provision and resourcing of PE and sport in schools, but also explore the attitudes, policies and actions underlying provision and resourcing. Research within the LEA had drawn attention to the important role of headteachers in the future resourcing of PE and thereby the 'creation' of the context in which the NCPE would be 'implemented'. The questionnaire therefore comprised two parts. The first, to be completed by the headteacher, was concerned with the 'whole school' context, and headteachers' views regarding the provision and resourcing of PE and sport and the effects of the ERA on these. The second, to be completed by the head of PE, addressed provision and resourcing in detail and gathered the head of PE's views concerning these matters and the effects of the ERA. The questionnaire addressed provision during three academic years; 1989-90; 1990-91 and 1991-92, enabling the exploration of the effects of the introduction of LMS, the introduction of the National Curriculum in subjects other than PE and preparations for the introduction of the NCPE. Although both in- and extra-curricular PE (see chapter 1) were investigated, my emphasis, reflected in the following discussion, was on the former. This was a decision that aimed to privilege teachers' views in the research design (see chapter 3). The LEA PE inspectors had stressed that although there was a need to explore extra-curricular provision, their concern was to "protect the idea that the 'nitty-gritty' of PE is in-curricular time" (fieldnotes, 11/1/91).

Given the level of detail being requested in responses, it was considered impractical to address provision in each

school year. To facilitate the interpretation of data in relation to the requirements of the NCPE, provision in the final year of each key stage (years 2,6,9 and 11) was explored. Data relating to years 9 and 11 (key stages 3 and 4) is reported here. Similarly, in exploring the programme content of in- and extra-curricular PE, the activity areas and cross-curricular themes used in the NCPE texts (see chapter 4) were adopted. One modification in this respect was the inclusion of Health & Safety Education or Health Related Exercise/Fitness (HRE/HRF) as a discrete component within PE. Pre-pilot discussions indicated that HRE or HRF was a discrete module in in-curricular programmes in many schools within the case study LEA (see Appendix D).

In many instances closed questions were accompanied by open-ended questions. This reflected both my interest in pursuing the factors underlying reported differences and changes in the resourcing and provision of PE and sport, and my commitment to privilege subject's own perceptions in the research. As we will see, qualitative data provided an invaluable insight into the complexity of the process being explored.

A specific dilemma in the questionnaire design was the extent to which I should be explicit about the focus of the research on the effects of the ERA. I decided to 'play down' this emphasis in the questionnaire, in the hope that the data gathered would clarify the extent to which the ERA had been influential in any changes in resourcing and provision observed and draw attention to other issues or policies having a significant impact at this time. Questions explicitly addressing the effects of the ERA were therefore located at the end of the questionnaire. The formulation of the questionnaire is discussed in greater detail in Appendix D. Details of the pilot study, the arrangements for administration of the questionnaire, together with copies of the questionnaire, accompanying and follow-up letters also

appear in Appendix D.

Sample

The sample for the survey comprised all 5-16 curriculum schools within the LEA receiving formula funding and delegated budgets in phase 1 of the LEA's introduction of LMS (see chapter 5). 94 secondary schools and 20 primary schools were therefore included in the study. As explained in chapter 3, this appeared a 'natural' sample to adopt that also suited my own interests with respect to privileging the secondary sector. The LEA's own documentation concerning the introduction of LMS also supported this selection. The authority's briefing information to headteachers and governors stated :

(LEA) recognises significant problems in the management of schools that are formula funded but which do not yet have delegated management. As a result the Authority believes that the success of the scheme of Local Management of Schools can only be judged on the basis of the performance of those schools with delegated management...

(LEA,1990c,p.2-3,my emphasis)

The sample included the one secondary school within the authority that had gained Grant Maintained Status at this time, but this status was not a focus for special interest (see chapter 3).

Data Analysis

The final response rates for the survey were 68% (n=64) for part 1 (from headteachers) and 84% (n=79) for part 2 (from heads of PE departments). This response was seen as reflecting the rigorous follow-up procedures (see Appendix D) and in the case of heads of PE particularly, the strength of feeling at the time of the study about the issues addressed in the questionnaire.

As explained in chapter 3, reading, recording and coding responses was an important aspect of the analysis. The coding and analysis undertaken was guided by the data gathered. As we will see, the qualitative data particularly highlighted the way in which multiple and inter-related factors acted to produce specific 'outcomes' (see chapter 2) in terms of the provision of PE and sport in schools. Therefore, whilst recognising the potential to explore relationships within the data via complex statistical analysis, I was acutely aware that the statistics so produced may demonstrate correlations, but was unlikely to show or explain causality

(Fetterman, 1989). The data indicated that explaining the variations in the provision of PE and sport in schools and the effects of ERA on this was not a matter of identifying simple correlations, but rather of exploring and attempting to understand highly complex relationships. The data pointed to categorisation of either schools or the effects of ERA for the purposes of identifying factors and 'conditions' giving rise to particular PE curricular as likely to be both problematic and inadequate. Case studies, rather than further quantitative analysis, therefore provided the means by which the issues raised by the questionnaire survey were further explored (see chapter 7).

The data presented in this chapter and the supporting data in Appendix D is necessarily selective. It is hoped that other data from the survey will be reported elsewhere at a later date. The data used in the discussion has been coded so that readers may identify the question within the questionnaire giving rise to the data. For example, "(Q10-HPE12)" indicates that the quotation is from a response to question 10. The abbreviations "HPE" and "HT" are used to indicate whether the data is from heads of PE or headteachers respectively. The percentages quoted in the text relate to the specific responses to the two parts of the questionnaire and, in some instances, to the response rate for particular questions (i.e. valid percentages, see Appendix D). Both percentages

and associated numbers are provided throughout the text to clarify the sample size being referred to.

School Contexts : Opportunities and Constraints for the Provision of PE and Sport

Below I outline how differences in the resourcing of PE influence the range and quality of provision of PE and sport in schools. Data detailing provision, its resourcing, the perceived adequacy of these, and the changes occurring and anticipated, is used to illustrate the link between the resourcing of provision of PE and sport in schools and the opportunities arising for pupils. As we will see, the survey highlighted the complex nature of this relationship. 'Time', 'staffing', 'facilities' and 'finance' were each shown to have many dimensions that can variously impact upon the range of activities provided and the quality of teaching and learning in PE. In the discussion below I emphasise this complexity, and the need to address the interrelatedness of the different aspects of resourcing in assessing their impact upon the provision of PE and sport in schools.

Time for Physical Education

The curriculum time available for PE and specifically PE teachers' ability to fulfil the requirements of the NCPE in the time that would be allocated to PE in schools, was a matter of concern during the development of the NCPE (see chapters 1 and 4). These concerns were reflected in the 'flexibility' of the statutory orders for the NCPE with respect to the areas of activity schools were required to incorporate within their programmes (see chapter 4). Implicit in the requirements was a direct link between the time available for PE and the range of activities it addressed.

Data from this survey leant support to this view. Typically less time was devoted to PE in year¹¹ than in year 9. The

mean number of periods devoted to PE reduced from 2.75 for year 9 to 1.84 in year 11. In terms of actual time this equated to a reduction from 120 to 78 minutes (see Appendix D). This difference in time allocation was reflected in the different scope of the year 9 and 11 PE programmes. Fewer departments offered dance, gymnastics and athletics in year 11 than year 9, and there was a decline in the number of weeks allocated to these areas of activity (see Appendix D). The relative absence of athletics from year 11 in-curricular PE programmes (with 43% (32) schools reporting no athletics included in their year 11 in-curricular programme) reflected not only an absence of time, but also seasonal planning in PE. The LEA PE inspectors highlighted in an INSET course addressing the 'implementation' of the NCPE (see chapter 5), that athletics is traditionally taught during the summer term. In year 11 it is common for the normal timetable to cease as examinations commence. Thus, in year 11 pupils may well 'lose' a term of PE, and if curriculum planning is seasonal, thereby 'lose' athletics.

However, not only the basic time allocated to PE, but also pupils' entitlement to this time influenced the range of activities they experienced in PE. 9 heads of PE (11%) explained that the timetabling of a second language "against" PE, meant that pupils opting for this "lost" some (often half) of their PE lessons. This was an issue addressed by the LEA PE inspectors (see chapter 5). However, the impact of the LEA guidance on this matter, and whether or not this practice would continue following the introduction of the NCPE, remained to be seen. Similarly, other aspects of the timetabling arrangements within schools impacted upon PE. 10 heads of PE (13%) drew attention to the way in which a change in the school period length altered the time available for PE. For example, one head of PE explained "In 1989 we changed from 40 min lessons to 35" (Q.8-HPE64). Another reported a change in allocation from two 70 min periods to three 50 minute periods (Q8-HPE85). One head of PE illustrated the

potential influence of period length on the activities incorporated in the curriculum and thus the significance of these changes. In this case the 1991/92 allocation to PE was going to be "3 x 50 min periods per week as school going to 30 period week. Year 11 1 single 50 mins 1 double 100min period to allow off-site activities" (Q8-HPE83, my emphasis). As I discuss below, other data confirmed the way in which timetabling arrangements could frame (Lundgren, 1977) curriculum design, either facilitating or constraining the use of off-site facilities for PE and thereby, the inclusion of particular activities in the PE curriculum.

Staffing Physical Education

To some extent the **level of staffing** of PE may be regarded as a basic limitation on the range of activities incorporated in the PE curriculum and the quality of teaching and learning. 10 (40%) of the 26 heads of PE who regarded their present programme as inadequate to fulfil their aims in PE identified "more staff" as a means to overcome this perceived imbalance. Similarly, 15 (34%) of the 44 heads of PE who commented specifically on inadequacies in staffing of PE drew attention to their basic level of staffing for PE. For example one stated "1 male + 1 female for 600 pupils. Employ more staff" (Q18-HPE60). Case studies highlighted that a desire for "more staff" was primarily associated with the availability of expertise for PE and specifically, a hope that this would increase the range of expertise within a PE department, thereby enabling diversification with respect to the range of activities that could be incorporated in the curriculum (see chapter 7). Within the survey, a relationship between the level of staffing and the range of activities provided in PE was particularly apparent in data relating to changes in extra-curricular provision. 7 (44%) of the 16 heads of PE reporting a change in extra-curricular provision in 1990/91 associated this with staffing. Responses showed mixed fortunes in different schools: "Reduced staff - reduced

activities" (Q.17-HPE74); "Greater range of activities/more teams. Reason - 2 new members of staff" (Q.16-HPE66).

However, expertise, rather than merely the *numbers* of staff was clearly important in determining the opportunities created or lost as a result of changes in staffing. For example, one head of PE explained specific developments in extra-curricular PE, saying : "Girls football - new female member of PE dept. interested in this. Basketball club - PGCE*¹ student on TP*² started it up" (Q.16-HPE75, my emphasis). Another reported that the departure of staff had given rise to particular losses : "Staff moving on - means swimming club offering sub-aqua/ snorkelling will stop" (Q17-HPE69, my emphasis). Explanations from two heads of PE for their uncertainty surrounding extra-curricular provision in the following academic year reinforced the importance of individual staff in shaping provision. One stated "The programme will depend on the expertise of new staff" (Q17-HPE46); the other explained "New PE mistress with possibly new ideas ?" (Q17-HPE65). However, neither "new ideas" nor new expertise can be guaranteed in appointments. As we will see, case studies highlighted that even within relatively large PE departments, significant areas of expertise may be lacking (see chapter 7). "More staff", in some cases, means 'more of the same'. Furthermore, as I discuss below, even in schools where a range of expertise offers the potential to develop a broad range of activities, many other factors, relating to both staffing and other aspects of resourcing will play a role in determining whether or not this potential is explored.

In this respect, data detailing changes in the staffing of PE drew attention not only to appointments, but also to staffing arrangements within schools. Of the 34 (43%) heads of PE explaining changes in PE staffing in 1990/91, 6 reported an increase in the non-specialist input to PE. Heads of PE indicated that such increases could be a response to either

an increase in PE teaching requirements within the school, for example "Increase in size of school - need an extra .2" (Q21-HPE15); an increase in the availability of non-specialist staff (see chapter 4) as a result of decreased teaching requirements in other subjects, e.g. "More non-specialist staff involved because of spare time available from other subject areas" (Q20-HPE10), or a 'gap' arising in the PE department. With respect to the latter, 'gaps' arose both when a PE specialist left a school and was not replaced, e.g. "A male member of the department retrained for DT ... He will be leaving in July. His 12 periods of PE are not being replaced" (Q20-HPE68), and when PE specialists were 'removed' from PE to meet teaching demands in other subject areas, e.g. "I lost one PE specialist to fill a gap in the maths department..." (Q20-HPE69). The availability of heads of PE to teach PE was similarly not always guaranteed. Amongst explanations for changes in teaching loads were the responses "School staffing required me to teach 50% second subject this year" (Q22-HPE73); and "Had to teach technology as we didn't have a technology teacher" (Q22-HPE76).

Other PE specialists were not always available to cover the 'gaps' created by such demands. Instead, non-specialists were brought in to teach PE. This survey showed that non-specialist staffing of PE can affect both the areas of activity offered and the quality of teaching and learning. Heads of PE echoed the concerns expressed by the LEA PE inspectors in relation to this matter, that non-specialist staffing could reduce the breadth of the curriculum and threatened the quality of teaching and learning (see chapter 5). 17 (38%) of the 44 heads of PE commenting on staffing inadequacies specifically drew attention to the specialist/non-specialist balance in PE teaching. One explained : "The amount of curricular time taught by non-specialists has increased. Consequently the standard of teaching is lower, as is the quality of learning" (Q18-HPE46, my emphasis). Another stated "We have non-specialists

in the dept. This 'leads' the timetable" (Q18-HPE13,my emphasis). A third response suggested that this 'lead' may be towards a games bias in the PE curriculum : "We have lost a full-time member of PE in the last 2 years. We are staffed by non-specialists with an interest in games" (Q18-HPE68,my emphasis).

In addition, data indicated that the **gender of staff** and in particular the balance between male and female PE teachers within a school, impacted upon provision. Within much of the data relating to staffing, respondents frequently specified the gender of staff, suggesting that this, rather than only the number of staff, was an important factor in resourcing. For example, one head of PE explained the change in staffing for the forthcoming academic year was "Male replaced by female" (Q21-HPE76). Another head of PE described the inadequacy in present staffing thus: "No full time male PE specialist. Only 1 full-time female member of staff" (Q18-HPE54, my emphasis). Another response detailed why such an imbalance presented problems in PE :

At present two male and one female. Safety is a problem when a girl injured in swimming or female member dealing with a crisis towards end of lesson and no-one to cover changing arrangements - loss of after-school activities as only one female.

(Q18-HPE78,my emphasis)

Implicit in this is a gendered pattern of staffing, with male and female staff being responsible for the provision of specific activities. As we will see case studies illustrated that in these circumstances, opportunities may be denied particularly to girls, but also to boys, as the breadth of activities provided mirrors a gender bias in expertise. In the survey another head of PE explained how the gender balance in staffing influenced the *grouping* of pupils in PE : "...yr 9 will be taught in mixed groups - due to the imbalance of male/female staff and numbers of pupils..." (Q12-HPE69). Curriculum planning was clearly framed (see

chapter 8) by these issues. However, a gender imbalance in staffing was a problem that was not necessarily easily resolved. One headteacher reported a

Sex imbalance - 2 full-time female teachers + many males who are contributing some PE. All the men are well qualified - (mainly ex heads PE) but now wish to hang up their football boots. This will only be improved when one of the female teachers leaves.

(Q8-HT54, my emphasis)

Other data highlighted that not only appointments, but also the timetabling of both staff and pupils were significant in determining this balance and, thereby, curriculum planning in PE (see chapter 7).

The level of staffing, the specialist- non-specialist balance and the male-female balance were all therefore identified as impacting upon the provision of PE and sport in schools. Changes within schools that influence any of these dimensions of staffing should therefore be regarded as important. However, data also showed that any change in PE staffing, irrespective of the level or balance of staffing, can impact upon curriculum design. *Personal* expertise plays an important part in shaping the provision of PE and sport in schools. 9 (33%) of the 27 heads of PE explaining the reasons for an anticipated change in in-curricular PE related this to staffing issues. Within these responses, the impact of individuals on curriculum planning in PE was very apparent. One head of PE stated "I'm leaving - new HOD may change programme" (Q12-HPE29, my emphasis). Another said "Depends on staffing/specialisms" (Q12-HPE59). In these cases provision for the new academic year, commencing the following term, was unknown. In the latter, staffing for PE was also apparently unknown, and planning would seemingly follow staffing decisions. Staffing was clearly a critical resource in PE and in these circumstances, those making staffing decisions would play a key role in shaping future provision. Two heads of PE specifically drew attention to this, explaining that in

situations of non-specialist staffing of PE, appointments in other subject areas were important to them. One head of PE commented that "Appointments with a PE background would be useful" (Q18-HPE13). The other explained that staffing of PE "Could be improved by careful selection of staff by headteacher in making external appointments" (Q18-HPE67). A third head of PE provided an example of such an appointment, reporting that "A lady appointed to teach maths is also a PE specialist, although she'll mainly help ex-curr" (Q21-HPE93).

Facilities for Physical Education

The facilities available for PE was a further issue that featured in debates concerning the design of the NCPE. Again, the need was for the requirements of the NCPE to be able to accommodate differences between schools with respect to the resources available for PE (see chapter 4). As I illustrate below, the questionnaire data provided an insight into the mixed fortunes of schools with respect to this aspect of resourcing and the many ways in which 'facilities' can impact upon the provision of PE and sport.

In their responses concerning the adequacy of facilities for PE, heads of PE highlighted the importance of both the range and size (surface area) of **on-site PE facilities**. 32 (41%) heads of PE commented positively on indoor facilities in this respect, some listing an impressive array of facilities. For example "Excellent indoor - gym, sp.hall, 25m pool, squash courts, weights room ..." (Q.25-HPE88). 30 (38%) similarly outlined the good scope of their outdoor facilities. One head of PE reporting a change in facilities explained the impact that the development of facilities would have on the breadth and balance of the PE curriculum. He commented that there had been an "...improvement in school facilities with building of new 'Dance and Fitness centre' so these activities, movement and HRF, will be given curriculum time instead of certain time on 'games activities'" (Q12-HPE42, my emphasis).

Community use developments (see chapter 1) giving rise to new facilities were similarly acknowledged as creating new opportunities for pupils. For example, one head of PE stated that community use "Enhances the PE programme because of the facilities made available" (Q45-HPE14). As I discuss below, the availability and use of off-site facilities similarly facilitated greater diversity in PE provision in some schools.

However, the relationship between 'facilities' and the scope of the PE curriculum was also evident in reported inadequacies and their consequent restrictions on PE provision. 19 (24%) heads of PE commented negatively on the range and/or size of their indoor facilities and 25 (32%) did likewise with respect to outdoor facilities. In contrast to the facilities available at the school above, one head of PE reported "Small indoor space only. Under DES Regulations. But excellent outdoor space" (Q10-HT29). In the following chapter I illustrate the implications of an imbalance between indoor and outdoor facilities on curriculum design and specifically plans for the implementation of the NCPE (see chapter 7). Other responses drew attention to the limited ability of on-site facilities to cater for the number of pupils in the school and the impact of such inadequacies. For example one head of PE reported that for school of 750 boys there was only a "1.5 size grass pitch, 1 hard court, 1 small gym, some use of small hall" and "Therefore [a] restricted PE programme" (Q.25-HPE73, my emphasis). Schools were clearly very differently placed with respect to the availability of facilities that would aid the development of a broad and balanced PE curriculum. Notably, 4 of the schools providing details of their facilities (n=78) had no on-site playing fields. One of these schools and 2 other schools had no hard court area and 4 schools had no gymnasium.

However, even within schools with a comprehensive range of facilities, other factors can mean that this aspect of

resourcing still restricts PE provision. 13 (16.5%) heads of PE drew attention to the poor state of repair of indoor and/or outdoor facilities. One head of PE explained the implications this had for provision : "Facilities available good but finance for up-keep/maintenance or repair totally unrealistic, therefore available facilities not used to full potential as inadequately maintained" (Q25-HPE78,my emphasis). Similarly one headteacher reported "There is a problem with the poor quality of our playing field provision - very poor drainage reduces its availability by over 50% Autumn and Spring term ..." (Q10-HT19,my emphasis).

In addition, the use of existing indoor facilities *for PE* was not guaranteed. One head of PE explained "One gym + one hall also used for exams/dinners etc etc are the only indoor spaces that we have" (Q25-HPE12, my emphasis). In the following chapter I identify the allocation of space, like time and staff, as a matter of competition between subjects within schools 'post-ERA' (see chapter 7).

In many schools . (61,77%) PE provision also had to accommodate community use of facilities. Whilst one head of PE drew attention to the good relationship between users, saying "Indoor facilities good / Relationship with community good for sharing" (Q25-HPE16), other responses indicated that in some schools relationships between "PE" and "community" were less amicable. Once facilities were established, many heads of PE viewed community use as detrimental to the provision of PE and sport in schools, drawing attention in particular to the implications of this use for the maintenance of facilities and equipment (see Appendix D). One head of PE explained that this was a "Constant drain on quality of equipment. In certain instances dual use sometimes means dual standards, with regards to care + use of equipment + surrounding facilities" (Q45-HPE05).

Use of **off-site facilities** was also shown to offer the

potential to increase the range of activities within the PE curriculum. 72% (57) of heads of PE reported use of off-site facilities for PE. The nature of the facilities involved indicated that their use enabled many pupils to experience activities that could not otherwise be provided in schools. For example, 22 (28%) schools used squash courts, 21 (27%) swimming pools, 20 ten-pin bowling facilities and 11 (14%) used a golf course. The latter two examples reflect the leisure activities incorporated in year 11 option programmes (see Appendix D) and the key role of local facilities in the development of such courses. Data also showed that off-site facilities were a key factor in the provision of outdoor education activities. 47 (60%) of schools offered residential PE courses and outdoor education (and specifically watersports) was a focus of this provision (see Appendix D). In the light of the absence of outdoor education activities in general PE programmes (with 77% (59) and 71% (53) of schools reporting that they had no outdoor education activities in their year 9 and year 11 in-curricular PE programmes respectively), such courses were clearly crucial to the provision of experiences in this area of activity. This data also showed extensive use of the LEA's outdoor education facilities, with 15 (41%) of the 39 schools offering residential PE courses in year 9 specifically mentioning use of the large local LEA multi-activity centre. This illustrated the key role the LEA can play in schools' PE provision. In this instance, not only the facilities, but also the County Council's revised funding of these post-LMS (see chapter 5) was significant in facilitating the provision of outdoor education within the authority. However, as I discuss below, the use of off-site facilities also highlighted the inadequacies of funding for PE at a school level.

Use of off-site facilities enabled some schools to overcome shortcomings in on-site facilities and thereby maintain a broad and balanced PE curriculum. However, in this survey not

all departments had the opportunity to do so. Schools' locations were critical in this respect and once again, fortunes within the LEA were mixed. One of 11 (14%) heads of PE commenting positively on this aspect explained that the school was able to use both indoor and outdoor facilities at a local sports centre "...to compensate for limited on-site facilities in a large school" (Q.25-HPE61) and another drew attention to the opportunities arising from the schools' location, saying "Local facilities very accessible - swimming pool - skiing - sailing" (Q25-HPE14). However, 12 (15%) heads of PE identified access to facilities as problematic. Several of these responses drew attention to the key issues involved in considering the use of off-site facilities for PE. For example, one head of PE explained "We have access to all the facilities which we need but they have to be paid for and travelling time lessens teaching time" (Q25-HPE84, my emphasis). Whilst the distance to facilities is clearly an important factor, timetabling arrangements can be equally influential in facilitating or restricting such use (see above). Reports of changes in the use of facilities confirmed that neither the time nor money required for such use was always available. One head of PE explained "As a school we are not using [sports centre name] so much - lack of time available and cost of hiring" (Q28b-HPE91). Another head of PE pointed out the consequences of such changes. In this case a "Lack of time" had "...curtailed use of off-site facilities, hence more on-site use" (Q28b-HPE93, my emphasis). As we will see, a reliance on on-site facilities can have important implications for the breadth and balance of the PE curriculum (see chapter 7). Furthermore, additional use of these facilities has to be viewed in the light of the concerns expressed about facility and grounds maintenance (see above and below).

Funding of Physical Education

In chapter 4 I drew attention to the way in which economic

concerns framed the development of the NCPE texts. Survey data showed that inevitably and unavoidably curriculum design within schools reflected similar concerns.

Data concerning the adequacy of PE budget allocations confirmed the influence that finance could have on off-site facility use. 7 (28%) of the 25 heads of PE stating that their PE budget allocation was inadequate identified **transport** as an area in which support was lacking and 3 (12%) responses drew attention to the costs of **off-site facility hire**. One head of PE illustrated the impact these pressures could have on the PE curriculum : "Year 7 swimming abandoned 1989 - lack of funds for pool hire and transport..." (Q30-HPE62, my emphasis). The potential implications of the failure of the LEA's funding for transport to accommodate the different needs of schools (see chapter 5) were very apparent.

Maintaining and developing the scope of PE also demands the replacement, repair and/or purchase of **equipment**. 13 (17%) heads of PE drew attention to the failure of funding to meet these costs. Although the LEA PE Inspectors acknowledged these concerns (see chapter 5), this and other data (see below) indicated that fears over the long-term security of PE provision had not been overcome. The maintenance of both indoor and outdoor facilities was similarly identified as an area in which shortcomings in finance could be felt (5).

These claims of inadequacy were supported by data relating to **"external" funding of PE, charging and voluntary contributions** (see chapters 1 & 5). This data highlighted in particular the fragile nature of provision that involved the use of off-site facilities. In 74 (94%) cases, the budget allocation to PE was supplemented by other funding. "School funds" (23) and school associations (17) were both important sources of finance for PE. Fundraising (41) was also a key means of supporting PE provision and specifically

the cost of transport, equipment or facilities for PE. For example one head of PE reported that £3000 had been raised for a minibus (Q.33-HPE25); another that "Various sponsored events" raised money for transport (Q.33-HPE26). A third head of PE explained that the school was selling raffle tickets to raise funds for a fitness room (Q.33-HPE62).

In addition to these efforts, voluntary contributions and/or charges were the routine means of funding transport and facility hire/admission costs. 56 (71%) heads of PE reported that they were calling on parental contributions. In 15 (19%) cases this related to in-curricular PE only, in 19 (24%) to extra-curricular only and in 22 (28%) cases to both in- and extra-curricular activities. Data highlighted the difficulty in distinguishing between *voluntary* contributions and *charges* (see chapter 5). "Match fees" and "entrance fees" were frequently defined in responses as "*voluntary* contributions". Although the amounts involved may appear minimal, for example, "Match fees, 50p per match" (Q.35a-HPE49) and "Bowling 90p, Swim 80p (Upper school options)" (Q34-HPE66), this funding nevertheless underlay the provision concerned. Parents were playing a key role in determining the activities enjoyed by their children.

This was similarly the case with respect to residential PE courses. In 39 of the 40 cases providing details of the funding of residential courses, parents/pupils contributed to funding. In 31 cases, they were the sole source of finance identified. As explained in chapter 5, "voluntary contributions" was the pattern of funding that the LEA anticipated would be the "normal" means of funding activities involving travel and/or off-site use that the school could not otherwise afford to fund. It was unclear what impact, if any, the charging policies within the ERA (see chapters 1 and 5) would have on provision of PE and sport in schools and the 'implementation' of the NCPE. Certainly it appeared that many opportunities in PE were dependent on the willingness and/or

ability of parents to pay for provision.

'Rich' or 'Poor'? : Frame Factors and the Pedagogical Process

In my discussion of each aspect of resourcing I have illustrated clear but often complex links between resourcing and provision. Any consideration of the influence of the school context on the provision of PE and sport needs to encompass this complexity and, therefore, address factors other than the *level* of resourcing. The interrelatedness of the different aspects of resourcing also needs to be acknowledged. In particular, data showed that timetabling arrangements within schools are critical in shaping PE provision, influencing the staffing of PE, the facilities used and, in view these, the activities incorporated in the curriculum. 15 (19%) heads of PE stated that they did not know whether or not in-curricular PE would change in the following academic year. One who provided an explanation indicated that underlying these responses was uncertainty with respect to future resourcing : "Possibly. Staffing and Timetable, plus resource/facilities may dictate change" (Q12-HPE01). PE provision, as it appeared, set to respond to changes in context (see chapter 2). Essentially, curriculum planning would be framed (see chapter 8) by these factors.

However, as we have seen, there is no simple way in which a school context can be conceptualised as 'rich' or 'poor' in these terms. Within each aspect of resourcing are complexities that objective quantitative data is unlikely to capture. Furthermore, as we will see, schools may be advantaged in one respect and disadvantaged in others (see chapter 7). In the light of these observations, I did not attempt to categorise schools as 'rich' or 'poor' with respect to their resources for PE in and thereby attempt to explore further the 'conditions' giving rise to a particular range and quality of provision. I felt that such analysis could not address the issues and complexities to which my

attention had been drawn. Further qualitative, rather than quantitative data, would, I felt, provide a greater insight into these issues, the 'conditions' emerging from the ERA and their impact on the provision of PE and sport in schools (see below). In retrospect, I recognise that the head of PE's own assessment of the 'adequacy' of resourcing may have provided valid data for such categorisation. This subjective assessment is more likely to incorporate the more subtle dimensions of resourcing that I have highlighted above. However, if such analysis was to contribute to a greater understanding of provision, it relied in this survey on the fullness of open responses to indicate the dimensions addressed in responses and thus in any correlations arising.

A key issue highlighted by the data in relation to the conceptualisation of schools as 'rich' or 'poor' with respect to their resourcing of PE was that the individuals making decisions about timetabling, staffing and finance played an important part in determining the fortunes of PE in this respect. Decisions on these matters were clearly crucial in shaping provision and the decision-makers were, therefore, key figures in the policy process. Heads of PE explicitly confirmed this view. The headteacher and Senior Management Team (SMT) featured prominently in responses to the question "Who determines the current provision of PE and sport in your school?". Only 3 heads of PE identified themselves as solely determining provision. A further 4 identified the "PE department" as having sole 'control' (see chapter 8). 12 (15%) heads of PE identified the headteacher as the sole figure determining provision. Others suggested 'partnerships' between the headteacher and head of PE (10, 13%), or the headteacher and PE department (7, 9%). 8 (10%) heads of PE regarded the SMT as determining provision, a further 4 specified the SMT and themselves, and 5 others identified a 'partnership' between the SMT and the PE department. Some responses indicated the division of responsibilities and/or influence within such partnerships and reinforced the

resource-provision link. For example, one head of PE stated "The headmaster - timetable allocation/ staffing. Myself + dept. - programme" (Q38-HPE25). Another response pointed, as my discussion has, to the impact of decisions about resourcing on the scope available in curriculum design. This head of PE stated that he acted "...within timetable constraints + staffing determined by head and governors" (Q38-HPE88, my emphasis). Implicit in two other responses was the hierarchical nature of the policy process. One head of PE stated : "Senior management (indirectly) then me"(Q38-HPE74), and another indicated a "chain" (Hill,1980, see chapter 2) "Governor --> Head --> HOD --> Dept" (Q38-HPE29). In the following chapter I explore in greater depth relationships within schools and their role in the provision of PE and sport and specifically, the implementation of the NCPE. Below I explore further the context in which the NCPE was to be 'implemented'.

School Contexts and the Provision of PE and Sport after ERA

As we will see, at a glance, it appeared that ERA was perhaps not having a significant impact on the resourcing and provision of PE. Much of the data concerning changes in the resourcing and provision of PE, and the impact of ERA, emphasised 'no change'. However, exploration of the changes that were reported and the comments made concerning the impact of the ERA on PE, showed that whilst there may be no direct and simple impact, the ERA was nevertheless changing school contexts (see chapter 2). Its effects were subtle, but nonetheless important in considering the quality of future teaching and learning in PE and specifically, the 'delivery' of the NCPE. Furthermore, as I discuss later, the element of 'no change' was itself an important 'effect'.

"No time for PE ?"

Data detailing the changes in the time allocations for PE in

year 9 and 11 appeared to allay fears that the introduction of the NC posed a threat to PE timetable allocations (see chapter 1). For the sample as a whole the allocation of timetable time to PE was constant over the three academic years (see Appendix D). However, 9 (11%) heads of PE reported the timetabling of PE "against" a second language (see above) and 10 (13%) heads of PE associated changes in allocation of PE time with timetable "pressure". 'Post-ERA', time for all subjects was a matter of competition, with school timetables clearly struggling to accommodate the many demands. Data from both headteachers and heads of PE confirmed that timetables were being "squeezed" as more NC subjects were introduced (see Graham with Tytler, 1993). One headteacher explained that the NC had created "Stresses on time allocation" (Q17-HT20). Another stated that the "main effect" of the introduction of the NC had been "... to squeeze curriculum time for PE as other subjects have come on stream" (Q17-HT18). Heads of PE reinforced the view that in some schools other subjects took priority in allocations. 8 (10%) specifically associated the introduction of the NC with pressure being placed on PE time. For example one head of PE reported "Pressure on PE time from other areas" (Q40c-HPE32); another that there was "Pressure on subject time i.e. science must have 20% etc" (Q40c-HPE74). One head of PE indicated that timetable pressures were far from resolved and that the threat to PE timetable allocations was still very real. In her view "Justification of subject" was "more and more crucial" if the department was "...to have a chance of retaining PE time allocation compared to other subjects i.e. science, maths, english" (Q40c-HPE78).

"Can we afford appointments ?"

Staffing was also an area that 'post-ERA' was feeling 'pressures'. Staffing of PE related to whole school issues and these gave rise to arrangements whereby different subjects were variously advantaged or disadvantaged. As illustrated above, teaching demands in other subject areas

influenced both the availability of PE staff to teach PE, and what non-specialist staff were 'free' to contribute to PE. Underlying the mobility of staff between subjects was the issue of finance. Post-LMS, avoiding either replacing staff leaving, or making any additional appointments, represented important savings for schools (see chapter 5). One headteacher illustrated that in some circumstances, such 'savings' were a matter of necessity. Faced with a falling roll and thus a reduced income (see chapters 1 and 5), this headteacher had little alternative but to 'lose' a member of staff. She explained that "The school is reducing in size. A male PE specialist cannot be replaced in September. Non-specialist staff will be used, alongside 3 remaining specialists" (Q8-HT71). Other data reinforced the view that PE did not take priority in staffing arrangements and that the phased introduction of the NC again played a role in resource decisions in schools. 17 (22%) heads of PE stated that they did not know whether or not staffing of PE would change in the following year. One explained "Not sure at the moment - timetabling still being done" (Q21-HPE75). Another indicated that the low status of PE in staffing decisions contributed to the uncertainty and apparent lack of stability in staffing PE : "Different staff each year - demands of the rest of the curriculum" (Q20-HPE89,my emphasis). Another head of PE reported "One PE specialist being taken to teach in humanities more than PE/games and this taking precedence to PE because of NC implications" (Q20-HPE78,my emphasis). One of 10 heads of PE specifically identifying LMS as having a negative impact upon the staffing of PE expressed the concern that "Funding for staff may not be generous - staff expertise + specialists could be lost" (Q40a-HPE69).

Other data indicated that 'pressures' on staffing could be felt in different ways. One head of PE drew attention to the possibility that staffing constraints could impact upon the staff-pupil ratio in PE, reporting that "We are losing a member of staff this year even though our numbers are going

up. The class ratio for year 7 will be 1:30. We are not happy!!"(Q40a-HPE50). Another stated "Disastrous!! PE staff all on maximum incremental point/incentive allowance under covert pressure to "move on" or take on additional responsibilities" (Q40A-HPE62). As we will see, case studies highlighted the way in which under LMS, staffing decisions in schools were being driven by financial concerns.

Whilst the above 'pressures' relate to potential *savings*, some PE staff reported the impact of a school's need to *increase income* and, in the light of formula funding and Open Enrolment (see chapter 1), specifically attract more pupils. Data showed that in these circumstances, PE could be recognised as having 'marketing potential' (see chapter 1). Two heads of PE indicated that others' recognition of such potential was a beneficial development. One explained that "Staff are more aware of the need for an attractive PE programme" (Q.40b-HPE10) and another stated that the impact of open enrolment on provision of PE was "Positive. Head + Governors realise PE and sport is a selling point" (Q.40b-HPE39). However, exactly what is recognised as PE's "selling point" is an important issue and not all heads of PE agreed with the emphasis being encouraged. One head of PE was "Having to sell our 'subject + school' to "win" more pupils". The result was, in her view, an "Over emphasis on "window" dressing instead of getting on with teaching pupils" (Q40b-HPE89). Another head of PE was being "Pressurised by the head to provide more extra-curricular activities in order to attract more pupils for financial reasons" (Q40a-HPE15). Two others reported "Extra pressure on team success/drop in roll of our school" (Q40b-HPE12,my emphasis) and "'Encouragement' to produce 'winning' teams" (Q40b-HPE46,my emphasis). Attention was also drawn to a more subtle implication of open enrolment (and the underlying financial concerns) for teaching and learning in PE. One head of PE reported "Far more pupils being admitted with learning/ behavioural difficulties have made some groups difficult to teach" (Q40b-

HPE61).

"Have we got time to teach ?"

Whilst the above pressures were financial, the ERA and the NC in particular, placed other pressures on staff. 65 (82%) heads of PE reported an increase in their non-teaching workload, drawing attention in particular to the demands of increased meetings and administration. These were associated with both LMS and the NC. For example, one head of PE reported "More paperwork - personal profiles, national curriculum, LMS, Budgeting, development plans etc" (Q24-HPE39). Other responses made very apparent the negative impact of these demands. One head of PE stated that there had been an

Increase in reporting procedures thro' introduction of profiling, panel meetings, H of D meetings, curr + eval meetings, staff meetings. Privatisation of grounds maintenance has resulted in extra responsibility re checking of work done, costing etc. Basically a proliferation of "chat shows" at which little is decided and paperwork which achieves very little ...

(Q24-HPE23)

Another expressed his view that

All the changes taking place in education have put a far greater workload on staff so much so that it would be quite possible to occupy all your time + not teach! What is desperately needed is a period of stability when teachers can get on with the job they are employed to do - just teach

(Q.24-HPE88)

Negative reactions to the introduction of the NC (23,35%) and the NCPE (15,20%) (see Appendix D), reinforced the demands that the ERA and specifically the assessment arrangements for the NC placed on teachers and the implications these had for PE teaching. 7 heads of PE

specifically associated these policies with a reduction in the *practical* time for PE. For example, one head of PE stated "Increase in assessments and profiling which eats up valuable time" (Q40c-HPE93). Another explained "...ERA has led to too many meetings and too much paperwork to the detriment of teaching pupils in the "classroom"" (Q40c-HPE89). This reinforced the view that time was a valuable, but, 'post-ERA', particularly scarce resource in schools, the allocation and arrangement of which had important implications for the future provision of PE and sport in schools.

Use of Facilities : Costs and Constraints 'Post ERA'

Data indicated that 'post-ERA' the use of facilities for PE had to be viewed in the light of the possible constraints of both time and money. Decisions were framed (see chapter 8) by these issues. As explained above, a reduction in the use of off-site facilities was one way in which these pressures were felt in PE.

In addressing the adequacy of facilities, one respondent drew attention to another way in which LMS impacted upon this aspect of resourcing. In this case the head of PE stated : "We have excellent facilities but the standard of maintenance is dropping under LMS" (Q25-HPE67, my emphasis). Other data showed that maintenance was an area in which departments experienced very different fortunes 'post-ERA'. 5 heads of PE identified LMS as having a positive effect on grounds maintenance, for example, giving rise to "Better + more frequent ground maintenance" (Q40a-HPE56). In contrast, another explained that the department was "... being encouraged to save money on the frequency and quality of our grounds maintenance" (Q40a-HPE67). In four other cases the reported impact was more direct. For example one head of PE reported that - the groundsman was "not as flexible" and that there was a "...noticeable deterioration in school playing fields" (Q40a-HPE91). In another case grounds

maintenance and facility upkeep had similarly "deteriorated" and new contractors for cleaning had had "many teething problems" (Q40a-HPE78). As explained in chapter 5, grounds maintenance was an area in which the LEA was required to introduce Compulsory Competitive Tendering (CCT). The effect of the change in the services to schools clearly varied and could have important implications for the future provision of PE (see above).

A similar contrast was apparent in the reported impact of LMS on other facility maintenance and/or the repair or replacement of equipment for PE. As explained in chapter 5, these areas of expenditure in PE were now delegated to schools. 4 (5%) heads of PE indicated that they had felt benefits in these areas, but 12 (15%) identified LMS as having a detrimental effect in these respects. Amongst those reporting improvements, responses pointed to the importance not only of financial *support*, but also of financial *control*. One head of PE stated "Good - more cash available for equipment..." (Q40a-HPE56, my emphasis), whilst another explained "Improved control of dep. spending power + care of repair of facilities - Less reliance on county. More flexibility in spending" (Q40a-HPE52, my emphasis). Those responding negatively reaffirmed the view that facility maintenance was an area that in the long-term may suffer under LMS (see chapter 5). For example, one head of PE reported "Deficiencies with major items, previously under county control i.e. gym servicing, payments for repairs..." (Q40a-HPE42). Another stated "Once LMS becomes fully implemented I am concerned as to who pays for our swimming pool maintenance. We may not be able to fund it." (Q40a-HPE69). The headteacher in another school faced the "... problem of how to find £20,000 to refloor sports hall" (Q17-HPE54).

Community Use : Profit rather than 'Partnership' ?

As indicated in chapters 1 and 5, the extension of community use of school sports facilities was an anticipated effect of LMS. 61 (77%) heads of PE reported that their school had community or dual use of facilities. However, this did not appear to be an area of widespread development. 4 headteachers reported additional community use of facilities, for example "Community use of playing fields at weekends" (Q11-HT82) and two heads of PE indicated that financial pressures in schools arising from LMS had given rise to increased 'external' use of school facilities. One explained "Money is a lot tighter + less. Facilities are looking to be hired out more. Money is now foremost in peoples minds!" (Q40a-HPE06). The other reported that there was "More use of PE facilities by 'outside' agencies to 'make money'" (Q40a-HPE89). These small numbers reporting active development may in part reflect the existing situation, in that there was quite extensive community use of facilities. 59 (76%) schools reported community use of their gymnasium, 49 (63%) did likewise with respect to their sports hall and 47 (60%) reported community use of their playing fields. However, it was also apparent that additional use of facilities was not necessarily desirable. One head of PE drew attention to the impact an increasing roll was having on facilities, creating "...pressure on space, equipment, option scheme, timetabling of staff and activities" (Q40b-HPE92) and as indicated earlier, respondents drew attention to the strain that community use placed on facilities and equipment.

This and other data (see Appendix D) indicated that the reported community use of facilities did not reflect the development of 'partnerships' in provision (see Chapters 1,4 & 5) and drew attention to the need for those developing this area of provision to consider not only the level of use of facilities, but also who this use caters for. Only 19 (24%) heads of PE had any involvement in community use provision. Of these, 9 had what appeared to be a nominal role in the programme as a whole, for example undertaking "Negotiation

about use of facilities" (Q43-HPE35), and 11 were involved in coaching specific activities including table tennis (Q43-HPE33), "pre-ski training" (Q43-HPE57) and volleyball (Q43-HPE67). In 6 schools community use involved no sport or recreational activities for school children. Certainly there was little evidence to suggest that PE teachers were, as the final report from the NCPE working group (DES & WO,1991b) recommended, taking "...the lead in any partnerships" (ibid,1991b,p.68).

Data relating to both extra-curricular provision and the impact of community-use activities on the provision of PE appeared to largely allay fears that community use developments posed a threat to the use of facilities for extra-curricular PE (see chapter 1 & Appendix D). Nevertheless, in 2 schools the prospect of generating income in this way had given rise to changes in the financial arrangements for extra-curricular PE. Although the LEA County General Inspector for PE had expressed the hope that headteachers would "...accept that pupils have free access to the school facilities and that lunchtime and post-school activities should therefore also be free" (fieldnotes,6/2/91), there was no guarantee that schools would adopt this stance. One head of PE explained that the introduction of charges was likely to reduce provision as "School clubs run in evenings will now have to pay for use - and may fold..." (Q29-HPE22).

'Winners' and 'Losers' in the Education Market

This survey illustrated very vividly changes in the funding arrangements within schools associated with the introduction of LMS. In so doing, it pointed to a distinct change in school contexts. As we will see, the NCPE was 'implemented' in a context in which there were not only 'winners' and 'losers' amongst schools, but also amongst subject departments within schools. This confirmed that PE

departments faced with implementing the NCPE were very differently placed to do so.

Data showed that LMS had generally not precipitated direct cuts in the financial support for PE (see chapter 1 and Appendix D), but instead had brought about changes via which PE was advantaged or disadvantaged at two 'levels' (see chapter 2). Many headteachers' explanations of budget allocations indicated that the allocation of funds *within* schools was, like that *between* schools, driven by a formula that related primarily to pupil numbers (see chapters 1 & 5). The response "Pupil count (pupil periods taught/week)" (Q13-HT25) indicated that the time pupils spent in a subject was used in calculations. In another case an age weighting was incorporated, mirroring formula funding (see chapters 1 & 5). The headteacher explained "Departmental allowances are pupil period driven, with older pupils weighted" (Q13-HT55, my emphasis). In another case allocations were "...made according to a pupil-driven formula plus agreed 'weightings' for subject areas" (Q13-HT17, my emphasis). The headteacher explained that under these arrangements the "small decrease" in the budget for PE reflected "...the falling roll from 1989-90 to 1990-91" (Q13-HT17). Another headteacher stated that with the school having "moved to formula funding", "criteria" for allocations were the "... number of students, age weighting and type of subject". He added "PE has a middle range subject weighting of 1.4" (Q13-HT63).

Data also drew attention to the ability of subjects to 'bid' for funding. These arrangements sometimes accompanied a formula based allocation. For example, one head explained: "Allocation to departments is based on a formula driven allowance plus additions for special requests" (Q13-HT54). Another reported "A move from pure formula funding (pupil contact ratio) to a mixed approach including bids for basic housekeeping + growth requests" (Q13-HT52).

The adoption of these funding arrangements within schools indicated that on the one hand the time allocated to PE, combined with the school roll, would influence its future funding. One head of PE explained "Money is allocated by 'pupil per period'" (Q31-HPE68). At the same time, 'putting a case' for development or making a strong 'bid' could be crucial in securing support for the introduction of the NCPE. One headteacher highlighted this, explaining that the PE department had received a "low allocation in 1990/91" as it "... could not identify its needs in a coherent form, relating it to curriculum development" (Q13-HT82,my emphasis) However, as we will see, other PE departments were rewarded under these arrangements.

With the introduction of LMS some headteachers felt that they had far greater flexibility over spending. This *may* (see below) in turn benefit PE. One of 7 (11%) headteachers to identify LMS as having a positive impact on the provision of PE and sport stated "LMS : Greater financial flexibility so dept. needs can be catered for" (Q17-HT29). Another headteacher confirmed that by virtue of the LEA's LMS scheme (see chapter 5) not all schools would be as lucky as her own. This headteacher explained that "LMS has given us more control over the funding for off-site hire and transport. As we have a large no. of pupils + no facilities, we have benefitted" (Q17-HT94,my emphasis). 3 headteachers had more immediate concerns and illustrated the contrast in fortunes, reporting LMS as having a negative impact on provision. One merely stated "LMS impacts upon all subjects, particularly in schools which are losers" (Q.17-HT69). Another confirmed the areas in which the impact of 'losses' may be felt in PE, explaining that "... LMS + lack of funds is actively effecting the quality of equipment, the opportunity for off-site provision etc..."(Q17-HT36,my emphasis).

A high proportion of headteachers (25,39%) identified LMS as having "no impact" on the provision of PE and sport.

However, this data should be regarded with some caution. As explained in chapter 5, the introduction of LMS was in its transitional stage. One headteacher emphasised the emerging nature of the effects of the ERA explaining that

At present the impact is potential rather than actual since LMS is following historic costs and open enrolment has had little impact, and NC PE is still in the consultation stage. The potential impact will be great over the next few years.

(Q17-HT17)

Heads of PE reinforced this view. 11 (15%) indicated that the impact of LMS was unknown, with responses such as "None as yet" (Q40a, HPE05, 32, my emphasis). Furthermore, data showed that perceptions of the impact of LMS on PE varied within schools. Only 10 (13%) heads of PE (compared to 25 (40%) of headteachers) identified the impact of LMS on provision as "None". Responses from heads of PE confirmed that it was problematic to talk in general terms of there being 'winners' and 'losers' post-LMS. As we will see, these concepts needed to be considered in relation to both the school as a whole, and to departments within it. My data supported Ball's (1993b) view that

It is a common but dire mistake in the literature which celebrates LMS, to take senior manager's comments about great flexibility and freedom under LMS to stand for greater flexibility and freedom for teachers.

(ibid, 1993b, p.118)

13 (17%) heads of PE reported LMS as having a positive impact specifically on subject funding. 14 (18%) identified LMS as having a negative impact in this respect. To some extent these responses reflected the different financial situations of schools post-LMS, with reports of "A little more money available..." (Q40a-HPE92) and in contrast, "Tighter funding" (Q40a-HPE45). Heads of PE's explanations of budget changes similarly drew attention to different financial fortunes of

schools. For example, one head of PE reported a "Greater total amount allocated to depts" (Q31-HPE18) and another that a "large school deficit" had "... necessitated cuts in dept. budgets of approx 30%" (Q31-HPE46). However, responses also highlighted the variation in the fortunes of different subjects within schools. The responses "Reduced funding. Knock-on effect : Insufficient funds - priority given to subjects already on stream for NC means less comes to PE" (Q40a-HPE46) and "Other curriculum areas demanding more money because of NC implications. PE still waiting for NC guidelines so can not compete with other subjects who already have theirs" (Q31-HPE78) pointed to subject status and/or its position in the phased introduction of the NC as likely to influence subject 'weightings' and the ability to win 'bids' (see above). In one head of PE's view, LMS had "Laid subject open to the head's perception of the status of PE" (Q40a-HPE89).

'Post-ERA', the status accorded to PE by those controlling resource allocations was clearly an important issue. One head of PE highlighted this, saying "We have definitely benefitted under LMS. The dep. head in charge LMS is a keen sportsman and has made extra provision possible from other accounts for one-off items needed to be bought" (Q40a-HPE72, my emphasis). However, the importance of the head of PE in the policy process should not be overlooked. Two respondents pointed to their own role in gaining rewards. One head of PE explained that there was "More money available - to a good case!" (Q40a-HPE87, my emphasis) and another stated "We received more dept. money as we had to justify our needs to the headmaster" (Q40a-HPE83, my emphasis). Financial support was clearly another area of competition within schools and in these circumstances heads of PE had a key role to play in securing support for the 'implementation' of the NCPE. One head of PE reaffirmed that with the introductions of formulas within schools, pupils themselves were a source of that support. Although the NCPE would be compulsory for all pupils, in

schools offering GCSE PE, the GCSE course remained an option. With departmental allocations at least in part determined by pupil numbers, recruitment to GCSE PE was potentially a valuable source of income for the department. With the "...number of students on GCSE course increasing rapidly" this head of PE had "Extra money available to purchase equipment for outdoor education..." (Q31-HPE47).

The NCPE : 'Implementation' in a 'new ERA'

Decisions relating to resource allocations were clearly framed by the introduction of LMS and the NC. LMS had impacted upon schools very differently but had also, it appeared, created an internal market within schools. Subjects as well as schools were competing for finance, staff and pupils. The introduction of the NC was (via priorities in resource allocations) playing a part in the operation of this market and also highlighted 'time' as another resource for which subjects were in competition. 'Post-ERA' those controlling timetabling and financing played a key role in determining the opportunities created or constraints posed on the provision of PE and sport in schools.

Inevitably, these differences to some extent shaped responses to the NCPE. One of 11 (14%) heads of commenting positively on the impact of the forthcoming introduction of the NCPE on provision stated

Provided the Interim Report is accepted in general, it will help us to achieve our aims and objectives with greater success. We are fortunate in that our facilities and staff expertise (at present!) allow us to fulfil NC for PE.

(Q40d-HPE69, my emphasis)

Those lacking what they regarded as necessary resources were understandably less optimistic about their forthcoming 'delivery' of the NCPE. For example one head of PE stated "I

have no real idea how my department will cope with the lack of expertise being put in front of pupils at present" (Q.40d-HPE74). Addressing the impact of the NCPE, 9 (11%) heads of PE drew attention to resource implications, 4 mentioning staffing, 3 finance, 1 facilities and 1 equipment for PE. These responses identified outdoor education activities

{4), dance (2) and swimming (2) as areas of activity in which the resource implications were such that

'implementation' of the NCPE was perceived as particularly problematic. For example, one head of PE explained that "If dance is made compulsory, it may mean INSET for some members of the dept. (we have a specialist at the moment)... Outdoor Education in key stage 3 is unrealistic" (Q40c,d.HPE50).

Another identified the "... need of more financial assistance if outdoor education and swimming for all is to be implemented" (Q40d-HPE78). These responses pointed to resourcing of PE within schools as shaping reactions to the NCPE and reaffirmed the concerns raised at the LEA conference held to formulate a response to the interim report from the NCPE working group (see chapter 4). However, other data highlighted the limited ability of these factors to explain the responses from heads of PE to the NCPE. Specifically, data drew attention to the need to broaden our conceptualisation of 'context' in exploring the policy process in schools and address other frames (see chapter 8) in the policy process.

Responses to the NCPE were made not only in the light of specific resource issues, but also the more general school context 'post-ERA', with its many pressures and demands (see above). The experience of the introduction of the NC in other subjects with respect to the workload involved in 'implementation' had clearly led to the expectation that the NCPE would 'arrive' with considerable administrative demands. Indeed, for some heads of PE additional workload was *the* perceived impact of the NCPE on their provision of PE and sport. For example, one head of PE described the impact of

the NCPE as "Negative. Creating unnecessary stress. Excess Paperwork" (Q40d-HPE39). Another simply regarded the NCPE as giving rise to "More admin" (Q40d-HPE22). Post-ERA, therefore, the school context was such that rather than being a focus for curriculum development, the NCPE represented, for these heads of PE, a further and unwelcome administrative burden. As I explained in chapter 5, the LEA PE Inspectors did not allay these fears, but instead reinforced the importance of the changes in curriculum *documentation* that should accompany the introduction of the NCPE. Similarly, the pressures of time were apparent in responses. Of 20 (25%) heads of PE identifying time as an issue in their responses concerning the impact of the NC and/or NCPE (see Appendix D), only 6 associated this with a specific reduction in time for PE. 8 heads of PE drew attention to increased "pressure" on PE time and 7 identified these policies as reducing the *practical* time for PE. 4 of the latter responses indicated that a key issue in this respect was the assessment requirements accompanying the NC. For example, one head of PE reported "Anxiety over increased testing and recording at the expense of teaching and activity" (Q.40d-HPE52).

Only 33 (41%) heads of PE commenting on the impact of the NC and/or NCPE made any reference to curriculum change in PE. Furthermore, 10 (30%) of these explained that they anticipated that the NCPE would give rise to little or no change in their PE curriculum. For example one head of PE anticipated

Minor changes. I feel our curriculum is very much in line with kind of ideas coming from Interim Report for PE. Very wide ranging and balanced curriculum.

(Q40d-HPE42,my emphasis)

Another predicted "Little change of content but anticipate greater time spent on assessment" (Q40d-HPE46,my emphasis). 7 other heads of PE identified *assessment* as a focus for

change. The government's and the LEA's discourse (see chapter 2) of accountability seemed to have been adopted and privileged in these schools.

8 responses indicated that forthcoming changes related to the range of activities incorporated in the PE curriculum and/or balance between these. For example one head of PE reported "A greater pressure to include more aesthetic aspects to the programme" (Q.40d-HPE28). Another anticipated the "Development of Outdoor Education Equipment and Provision" (Q.40d-HPE05). Dance (3), health related fitness (2) and gymnastics (1) were the other areas highlighted in responses. In adopting this focus these heads of PE illustrated that the policy texts accompanying the development of the NCPE and their dominant discourses (see chapter 4) were also influential in responses. As we will see, case studies confirmed that the debates concerning the 'implementation' of the NCPE in schools mirrored those of the development of the statutory orders (see chapter 4) in privileging areas of activity as the defining feature of the PE curriculum, and also viewing these in the light of the resource implications of their 'delivery' (see chapter 7). In addition, the majority of responses, like the texts, also omitted or subordinated particular discourses (see chapters 2 & 4). Only 10 (13%) heads of PE identified the introduction of the NCPE as giving rise to a general curriculum review and/or development. The response "Rethink course content, its delivery and assessment - all time consuming but beneficial" (Q40d-HPE94) was therefore rare. The fears expressed by one of the working group (Murdoch,1992) that elements that were implicit in the NCPE texts could be ignored or overlooked, seemed justified.

One of the heads of PE anticipating such change pointed to one of the reasons underlying the 'lack of impact' the NCPE looked set to have, saying "... Reorganisation of PE programme probably needed although we await final details"

(Q40d-HPE06, my emphasis). At the time of the survey, the requirements for the NCPE were still unknown. This uncertainty was directly reflected in responses. 21 (27%) heads of PE identified the impact of the forthcoming introduction of the NCPE as 'unknown', with "None as yet" being a typical response. There was clearly an absence of either changes, or preparation for change, in advance of the final documentation for the NCPE (see chapter 4). One head of PE stated "As soon as someone informs us of concrete proposals, I will feel more able to comment" (Q.40d-HPE32). Another said "We await further information" (Q.40d-HPE93). Two other responses indicated possible reasons for the apparent inactivity in these departments. One head of PE stated :

There is a lack of information here & we (PE dept.) are rather concerned/worried. We see a need/desire for change but find it difficult to make any decisions yet due to so much conflicting information. More direction is required.

(Q40d-HPE66)

Another explained

None. Observation of other subject areas spending hours being "proactive" only to see their efforts wasted due to changes in the N-C from week has led to a reserved and cautious outlook.

(Q40d-HPE23)

As Wragg (1989) had stated (see chapter 1), PE teachers could, it appeared, learn from the experiences of other subjects 'ahead' of PE in the introduction of the NC. However, this data suggested that 'learning' had not contributed to a more effective response in PE, but rather to a *lack* of any response. This data supported the LEA County General Inspector for PE's view that secondary PE teachers were "...in the main still apparently hoping that it [the NCPE] would go away" (fieldnotes, 8/12/91). As we will see, case study data also drew attention to the inadequacies and

late arrival in schools of information relating to the NCPE and to the ways in which these factors shaped PE teachers responses (or lack of response) to the NCPE. The implications of the delay in both the 'arrival' of the documentation and a response, for the 'implementation' of the NCPE were very apparent (see chapter 7). Thus, not only issues associated with the resourcing of PE within schools, but other aspects of the school context and the structure and mechanisms associated with the development of the NCPE framed the responses of heads of PE to the NCPE.

The NCPE : 'Policy' and 'Practice'

The context in which the NCPE was to be 'implemented' was therefore one of restricted and different resourcing for PE in schools, of 'flexibility' within the statutory orders to accommodate this, and in which there was an emphasis on changes in curriculum documentation rather than content or organisation. In these circumstances, a key factor in the 'implementation' of the NCPE would be a dimension of the school context so far unaddressed; the *present provision of PE*. Below I discuss data detailing this provision and address its implications, particularly in the light of the above responses, for the forthcoming 'implementation' of the NCPE. Again, the limitations of space demand that presentation of data is necessarily selective. Fuller details of the data discussed appear in Appendix D.

As indicated above, the breadth and balance of in-curricular PE varied in different schools. Significant percentages of schools did not offer dance, swimming and outdoor education activities in year 9. At the same time, there was clear evidence that games dominated in-curricular PE programmes. This area of activity was consistently allocated the greatest number of weeks in the curriculum and was the only area to maintain a secure position in year 11 PE (see Appendix D). As explained in chapter 5, this bias in provision was a concern

expressed by the LEA PE inspectors, who stressed the need for a greater balance between activities within the PE curriculum in the 'implementation' of the NCPE. Some heads of PE acknowledged the limitations of their present programmes in this respect. 5 of the 22 (28%) heads of PE providing details of the shortcomings in their present provision highlighted the absence of dance. For example, one head of PE commented "Not enough creativity.e.g.No dance at present" (Q37-HPE60); and another reinforced the role of expertise in shaping provision, saying "We offer dance in year 7, but staff ability (confidence) is lacking" (Q37-HPE08). A third reported "Weakness in dance provision (and outdoor ed.) Time and specialism is a major problem" (Q.37-HPE01). Data also suggested that curriculum planning was essentially seasonal. Athletics was, as the LEA inspectors had identified (see chapter 5) largely absent from year 11 PE programmes in many schools. In addition, residential PE courses were the primary setting for the provision of outdoor education activities (see above).

With the statutory orders for KS3 requiring schools to address only 4 of the 5 areas of activity and also omitting to address the allocation of time between areas (see chapter 4), there was little incentive for schools to now address areas which stretched their resources, or change their curriculum design to facilitate a greater balance in the time devoted to each area. Existing biases in PE curricular could, and in the light of the responses discussed above, looked set to remain. Essentially the NCPE could be accommodated within the existing practice in many schools, or minimal alterations made to achieve this. The context in schools, with resources scarce and provision to a considerable extent being directed by resources (see above), was clearly not one that facilitated developments. 'Implementation' of the NCPE was therefore framed by present practice and to some degree, this was the response encouraged by the LEA PE inspectors.

However, in one important respect the existing curricula were not totally compatible with that defined in the NCPE texts. In many schools Health & Safety Education, or Health Related Exercise/Fitness (HRE/HRF) featured as a distinct area of activity within in-curricular PE. 62 (81%) schools included this as a discrete area of activity in their year 9 in-curricular PE programmes, 52 (68%) did likewise for year 11. In the NCPE texts Health and Safety Education was not accorded this status, but instead was identified as an aspect that should "permeate" the PE curriculum (DES & WO,1991a). Supporters of HRE regarded this as a position that threatened the future development of HRE initiatives (see chapter 4). The impact of the NCPE on the pattern of provision of HRE in PE and specifically, whether or not time currently devoted to HRE would be lost following the implementation of the NCPE, remained to be seen. Certainly, at the time of this survey, it appeared that HRE was an area of development rather than contraction. Of the 27 (32%) heads of PE reporting a change in in-curricular PE in 1990/91, 7 specifically reported developments in HRE/F. More (11,14%) specified this as an area of development for the following academic year.

Conclusion

It was apparent from the responses of both headteachers and heads of PE that the effects of the ERA on the provision of PE and sport in schools would be far from uniform and far more subtle than those voicing concerns had anticipated (see chapter 1). Specifically, the survey indicated that the subject was not a target for direct cuts in timetable time allocations, levels of staffing, or finance. Rather, all of these aspects of resourcing were areas of major changes within schools as a whole, as schools responded to the demands of LMS and the NC. PE, like other subjects, faced and was feeling the effects of these changes and there was some evidence to suggest that it was disadvantaged in comparison to other subjects. Certainly, the indirect and subtle nature

of the effects made them no less significant. Hidden behind data stating "no change" were alterations that could clearly influence the level and nature of the provision of PE and sport in schools and how therefore, the NCPE would be expressed in 'practice'.

At the same time there was variation between schools with respect to the resourcing and provision of PE and sport, and the responses that PE departments were set (and able) to make to the NCPE. How the different school settings, the effects on these of the ERA and the responses discussed would be reflected in responses to the NCPE required both time to emerge and further investigation. The picture created by this data was of uncertainty and anticipation, with PE departments waiting for the documentation that would be the focus of their response. As explained in chapter 3, in the light of this data I pursued the 'production' of the NCPE texts in this research (see chapter 4). Although further advanced than the NCPE, the impact of LMS, open enrolment and the introduction of the NC as a whole, were also still materialising in schools. The questionnaire data provided the basis from which to begin to describe and explain differences in provision of PE between schools and over time and also provided some insight into the suitability and adequacy of the learning environment 'post-ERA' for the provision of a "broad and balanced" PE curriculum for all pupils. The final stage of the research was designed to explore these issues in greater depth and specifically investigate schools' responses to the NCPE, and the relationship of those responses to the school context. The following chapter focuses on those explorations.

Endnotes

*¹ Post Graduate Certificate in Education

*² Teaching Practice

CHAPTER 7 :
THE NATIONAL CURRICULUM FOR PHYSICAL EDUCATION :
'POLICY' AND 'PRACTICE' IN SCHOOLS

In the light of the survey findings (see chapter 6), closer investigation of schools and PE departments was clearly needed to pursue on the one hand what underlay the different attitudes of heads of PE towards the forthcoming implementation of the NCPE and their preparations (or absence of these) for its introduction and, on the other, how different reactions would be reflected in 'policy' and 'practice' in schools. Specifically, my interest was in exploring further the opportunities for and limitations to the provision of PE 'post-ERA' (and in particular the 'delivery' of the NCPE), and how both historical aspects of school contexts (see chapters 2 & 8) and the context 'created' by the ERA (see chapter 6) interacted to produce these.

In this chapter I report on the case studies that addressed these issues. In these investigations I pursued the relative importance of the various aspects of resourcing and of different individuals within schools in shaping what was to constitute 'delivery' of the NCPE. At the same time, I addressed the influence of the various NCPE texts and the LEA in the 'implementation' of the statutory orders for the NCPE. In my discussion below I draw attention to the different forms of policy arising within schools and the context, mechanisms and structures inherent in their 'production'. I describe and discuss the role of headteachers and heads of PE in this process and highlight both the opportunities for individual action (see chapter 8) and constraints on this action, associated with the school and the wider context of the policy process. I illustrate how in different schools, the opportunities available to heads of PE with respect to curriculum design and 'delivery' were 'framed' by different factors, and the way in which the policies within the ERA and the discourses embedded in these contributed to the creation of these frames (see chapters 2 and 8). Implicit in my discussion, therefore, is the developing conceptualisation of the policy process that I address in detail in the following

chapter, focusing on the operation and interaction of frames and the degree of 'freedom' that existed in the development and implementation of the NCPE.

Methodological Issues

Case Study Selection : 'Winners and Losers'; 'Rich' and 'Poor'

As explained in chapter 6, in questionnaire data from both headteachers and heads of PE there was considerable variation in responses to questions addressing the impact of the ERA on the provision of PE and sport in schools. Furthermore, within schools there were differences in opinions about this impact. For example, whilst one headteacher regarded LMS as having "no impact" (Q17-HT50), the head of PE in the same school reported that LMS meant that the department was losing a member of staff and facing larger teaching groups (Q40a-HPE50). In another school the headteacher identified the introduction of the NC as having had a "great impact", having "made people review their current practice and consider future planning in new ways" (Q17-HT22). In contrast, the head of PE saw the NC as giving rise to "More pressure on timetable space and funding" (Q40c-HPE22). In this school, there was a similar contrast in views concerning the forthcoming implementation of the NCPE. The headteacher again considered that this would have a "great impact" with "Particular emphasis on assessment and recording of achievement, schemes of work, health related fitness" (Q17-HT22). For the head of PE, the implementation of the NCPE meant "More admin" (Q40d-HPE22). In another school although the headteacher regarded the PE programme as "...well placed to embrace the NC" (Q17-HT50), the head of PE drew attention to the INSET needs for the delivery of dance, and regarded the requirements for outdoor education activities in KS3 as "unrealistic" (Q40d-HPE50).

A concern at this stage of the research was to explore why

some heads of PE viewed the ERA, and the NCPE in particular, in a positive light whilst others regarded these policies as a threat to, or constraint on their provision of PE. The questionnaire data had indicated that schools could not be neatly categorised as 'winners' or 'losers', but rather that analysis of the 'impact' of the ERA also needed to address the departmental 'level' (see chapter 6). These observations highlighted the need to address the issue of whose interests and views were to be privileged in the research (see chapter 3). As I regarded heads of PE as the 'key figures' 'closest' to the provision of PE and sport in schools, I pursued their views of the impact of the ERA in designing this phase of the research. Additionally, although I recognised that reports of "no impact" (see chapter 6) may, in time, represent an important effect (see chapter 2) of the ERA on the provision of PE and sport, the frequent clarification of this response with "yet", indicated that uncertainty surrounded these responses. Rather than pursue these cases, I therefore decided to investigate schools in which, in the head of PE's view, the ERA had already had an identifiable impact. I hoped that investigation of these schools would provide an insight into the issues underlying contrasting reactions to the forthcoming 'implementation' of the NCPE and how both 'positive' and 'negative' reactions were to be expressed in 'practice'.

A further observation arising from the survey data (see chapter 6) was that the 'impact' in some schools was seen to involve both advantages and disadvantages for PE. For example, one head teacher stated that LMS "could be an advantage if dealt with well" (Q40a-HPE79), but reported that the introduction of the NC had "up to now" been "chaotic and unsettling" (Q40c-HPE79). In another case the head of PE regarded the introduction of LMS as "disastrous" (Q40a-HPE62), but regarded the NC as creating opportunities for curriculum development (Q40c-HPE62). Differences in the impact of the various policies within the ERA were therefore

addressed in designing this phase of the research.

Selection of the case study schools focused primarily on heads of PE's views of the impact of LMS, the NC as a whole and the NCPE specifically. A sub-sample of schools was created, comprising 28 schools categorised according to the perceived impact of the ERA on the provision of PE and sport. 4 schools were identified in which the head of PE expressed positive views about the impact on PE of both LMS and the NC and/or NCPE; 4 in which the impact of LMS was viewed positively and the NC and/or NCPE viewed as having a negative impact; 2 in which LMS was seen as having a negative impact and the impact of the NC and/or NCPE seen as positive; and 18 cases in which the head of PE expressed negative comments about the impact of both LMS and the NC and/or NCPE.

Having created these four groups of schools, the notion of 'rich' and 'poor' schools (see chapter 6) was readdressed. The schools within each group were investigated in terms of the number of PE specialist staff, the facilities for PE and the budget for PE. This analysis confirmed that on the basis of these factors, there was no simple pattern of a particular 'type' of school being associated with a particular response. Rather, the results confirmed that further exploration of the schools was needed to explain what underlay different responses and the ways in which the ERA had impacted upon particular 'types' of school (see Appendix E). Nevertheless, an attempt was made to incorporate a 'mix' of schools within the case studies with respect to the level of resourcing of PE. To accommodate both differences in responses to the ERA and apparent differences between schools within the groups formed (see Appendix E), 7 schools were selected for investigation. A further factor considered in selection was the LEA division in which the schools were located (see chapter 5), with at least one school from each division being included amongst those selected. It was hoped that to a limited extent, the role of the various LEA inspectors and

different local authorities could thereby be pursued. As we will see, these were not key issues in my subsequent enquiries.

My investigations highlighted that attempts to categorise either schools' level of resourcing of PE or their responses to the ERA were highly problematic. There were inherent complexities that my groupings could not accommodate. For example, a school with a staff of only two PE specialists was in this respect 'poor', but at the same time enjoyed the position of having an extensive range of facilities for PE. With respect to responses to the ERA, although in his questionnaire response the head of PE in one school (62) had identified opportunities arising from the introduction of the NC and NCPE, the department foresaw great difficulties in pursuing these. Certainly, they were not as 'positive' about the implementation of the NCPE as the head of PE's response had implied (see below). In two schools (29, 78) new heads of PE had been appointed since the questionnaire survey. In these schools this change in staffing represented an important change in the context in which the implementation of the NCPE was occurring. In the light of these issues and observations, little reference was made to the categorisation of schools in my investigations. The categorisation provided the basis for selection of the case study schools but not for guiding the subsequent enquiry. Rather, specific issues and insights directed my investigations (see below).

Research Procedures

'Profiles' of each of the case study schools, developed from questionnaire responses, provided the starting point for the case study investigations (see Appendix E). From these profiles I formulated loose agendas of issues to pursue in an initial exploratory visit to the school. The agendas focused on pursuing the reported effects of and reactions to the different policies within the ERA and the 'historical'

features of the school context shaping the provision of PE and sport (see Appendix E). The intention in the initial visits was to meet with both the head of PE and headteacher.

The visits combined participant observation and informal interviews (see chapter 3). Although guided by the loose agenda, there was also flexibility with respect to both the issues pursued and individuals within the school included in the investigations. The visits were designed and carried out in the anticipation that more structured interviews would follow. A concern at this time was to clarify and identify the issues to be pursued in later interviews and who should be interviewed within the different schools. Comprehensive fieldnotes (see chapter 3) were made during and after the visits and documentary material, including school prospectuses and PE curriculum documentation was also collected. Following the initial visits agendas were created for the various interviews planned, together with a 'map' of the issues and individuals that, it appeared, were driving the provision of PE and sport within each school and shaping the response to the NCPE. In six of the schools, semi-structured interviews (see chapter 3) were then carried out with the individuals identified as 'key figures' in the policy process in the various schools who were also willing to participate in the research (namely four headteachers, one deputy headteacher, one head of faculty, four heads of PE departments and four PE teachers). All except one of these interviews was tape-recorded and accompanying fieldnotes were made immediately after the interviews. This data was then used to the revise (where necessary) the 'maps' of the policy process within the various schools. The interview agendas and case study 'maps' appear in Appendix E.

All of the case studies told different, informative and interesting stories of preparations for the 'implementation' of the NCPE. The constraints of space mean that the data presented and discussed is necessarily limited. I can only

illustrate the wealth of data arising from the case studies and the way in which they furthered my interpretation and understanding of the effects of the ERA on the provision of PE and sport in schools. Other work has drawn on the case study data (see Evans & Penney with Bryant, 1993) and it is hoped that this data will be the subject of further publications. Once again data has been coded to maintain anonymity (see chapter 3). School code numbers are provided throughout the text to enable cross referencing of the material presented.

'Implementation' of the NCPE in Schools

'Creating' Policy

As explained in chapter 6, it was anticipated that the NCPE would create a considerable administrative workload within PE departments. The LEA PE Inspectors had then stressed the need for PE departments 'implementing' the NCPE to undertake a comprehensive revision of their curriculum documentation (see chapter 5). Case studies highlighted the impact of these demands and the different positions PE departments were in with respect to their ability to meet the requirements. They illustrated how a particular 'frame' could be interpreted and received very differently.

In a department of just two PE specialists (39) the head of PE viewed the administrative demands accompanying the NCPE as immense burden. He said that "...the National Curriculum for PE is in some ways a good thing, but the problem is there is no time to do it" (fieldnotes, 23/6/92). In contrast, another department (22) that had been forced to revise their curriculum documentation prior to the development of the NCPE (see below) regarded themselves as well prepared for 'implementation'. Importantly, in both cases the production of policy texts was the focus of 'implementation'. The other

PE teacher at the small school (39) above reaffirmed this view. Although she acknowledged that their PE programme was "to a certain extent traditional", she said "I feel we're generally fairly well there...its a case of re-writing rather than totally reorganising..." (fieldnotes, 23/6/92, my emphasis). As I discuss below, it was unclear how, if at all, changes in documentation were to be reflected in 'practice'.

Adaption and Adoption in 'Implementation'

The case studies also reaffirmed the focus on areas of activity in schools' assessments of the curriculum change necessary to meet the requirements of the NCPE (see chapters 4 & 6). Both headteachers and heads of PE addressed the 'implementation' in terms of the areas of activity that needed to be added to the existing curriculum and what, therefore, needed to be removed and/or reduced to accommodate the requirements. 'Accommodation' rather than development was the tone of the response. One head of PE (29) explained that the school was introducing outdoor pursuits "as the fourth area" and commented "...that's the only major change ...otherwise we're covering all the areas ... so the implications aren't as great as people think" (fieldnotes, 16/6/92). A PE teacher in another department (62) said "We do more or less the National Curriculum apart from the whopping gap of dance and outdoor pursuits" (fieldnotes, 22/6/92). Changes to those areas of activity already addressed in in-curricular PE, or curriculum change as a whole, were neither planned nor regarded as necessary. The case studies reinforced the view that as games, athletic activities, and gymnastics were invariably already included in PE (see chapter 6) the NCPE was seen by many PE teachers as giving rise to a simple choice; to now also provide either outdoor adventurous activities or dance in KS3. The options of offering both outdoor adventurous activities *and* dance (and therefore dropping one of the other areas), or including all five areas in the PE curriculum were not considered in these

schools.

One head of PE (78) also echoed questionnaire responses (see chapter 6) in identifying assessment as a focus of curriculum change in the 'implementation' of the NCPE, and an aspect of the requirements giving rise to some concern. He said "As far as the NCPE goes we're not too badly off here really the one thing to sort out is assessment...its so woolly" (fieldnotes, 23/6/92). His response, like those of the teachers concerned about their departmental documentation (see above), seemed framed (see chapter 8) by the discourse privileged in the ERA (and to some degree the LEA, see chapter 5), of "accountability" and "evidence" in education (see below).

Whilst the above aspects of the NCPE were privileged by those interviewed, with the exception of health education (see below) the matters addressed in the non-statutory guidance (NSG) for PE (see chapter 4) were notably absent from heads of PE and PE teachers' discussions concerning 'implementation'. In this respect their focus had, it appeared, been strongly framed by the texts of the NCPE (see chapter 4) and the contexts in which they worked (see chapter 6 and below). Arriving *after* the statutory orders, it was unclear what impact, if any, the NSG would have on the 'implementation' of the NCPE.

Providing a NCPE : Capacities and Constraints

In chapter 6 I stressed that differences in the resourcing of PE within schools meant that PE departments were very differently placed to 'implement' the NCPE. Case studies reaffirmed these differences and their impact on curriculum design. They also illustrated that even apparently 'rich' departments may 'post-ERA' feel 'losers' (see above and chapter 6). Data showed that both the losses, and the perceptions of heads of PE relating to them, could impact

upon the PE curriculum (see Evans & Penney with Bryant, 1993).

Time for the NCPE

One of the case study schools (50) was finding it particularly difficult to fit the NC into the timetable (see chapters 1, 4 & 6) and changes were therefore being considered in an attempt to overcome the time 'problem'. The proposal being considered was that the school day be 'compressed' with the lunch hour being replaced by two twenty-minute breaks. This was vigorously opposed by the PE department who had already "lost time" in a change from 70 minute to 60 minute periods. The head of PE explained that the loss of the lunch hour would result in the loss of many extra-curricular opportunities for pupils (fieldnotes, 17/6/92).

Other data confirmed the importance of timetabling and the support of the headteacher in this matter in terms of the curriculum opportunities arising in PE. In one school (39) although the head stressed that he was "pro-sport", he maintained a policy of timetabling PE 'against' German (fieldnotes, 23/6/92). In this school, the guidelines from the LEA relating to this matter (see chapter 5) had clearly had no impact. As I discuss below, this headteacher's views again highlighted the distinction between PE and sport (see chapters 1 & 4). Another head of PE (78) foresaw problems in 'delivering' the NCPE and specifically assessing pupils in PE. He said "...looking at the document ... when are we meant to do it? ... there's just not sufficient time..." (fieldnotes, 23/6/92). An important point implicit in this response is the separation of assessment from teaching, such that it was perceived as detracting from teaching time, rather than being integral to it. Nevertheless, it was also very apparent that the problem of timetable 'pressures' remained unresolved in these schools.

Staffing the NCPE

In the smallest of the case study schools (39), the level of staffing for PE was clearly a constraint on the scope of provision and the department's response to the NCPE. The headteacher explained that the size of the school gave rise to this situation, as the school roll was such that there would never be more than two full-time PE teachers. The impact of this basic limitation on curriculum design in PE (see chapter 6) was compounded by the limited **expertise** of the two PE teachers. Both of these teachers lacked the confidence and, in their view, the expertise, to undertake curriculum review and specifically, move away from their existing emphasis on games. The head of PE explained that even if the time and supply cover that he saw as essential for him to undertake curriculum planning was available, it would be "... a case of the 'blind leading the blind'" (fieldnotes, 23/6/92). His female colleague shared this view, explaining that she was "...looking to move away from PE ... for myself and the school really' ... it needs someone younger...and I need it..." (fieldnotes, 23/6/92).

However, other factors played a part in maintaining the games bias of the PE curriculum in this school. As well as lacking breadth of expertise themselves, these teachers were reliant on **non-specialist staff** for help and additional PE teaching. The 'help' non-specialist teachers were able to offer was essentially in specific *sports*. Although the headteacher was aware of the reliance on non-specialist input to PE and therefore, the support that he could provide by bearing this in mind when making appointments in other subject areas, he himself privileged *sport* within PE. Thus, when interviewing prospective staff, rather than seeking out potential expertise in *PE*, he looked for interest and experience in *sport*. In these circumstances, and feeling inadequately equipped for the task they faced, these two PE teachers would do their best to 'implement' the NCPE and most of all, produce the documentation the LEA demanded (see above). Whilst they were able to embark on changing 'policy' the NCPE

did not arrive with the resources or support that they required to change or develop 'practice'.

Another head of PE (52) appeared to face an even worse situation with respect to non-specialist staffing of PE. With 15 different members of staff involved in teaching PE, sometimes with classes being taught by a different member of staff from one week to the next, continuity was in his view "impossible". He explained that there was an increased need for staff within the school to be "versatile" and teach "as and where needed". Faced with different staff contributing to PE each year, he said that much of his planning was based on an assessment of "What can this guy do?" (fieldnotes, 12/6/92). The potential threat 'flexible' patterns of staffing within schools posed to progression and continuity in PE teaching (see chapter 6) was all too apparent. The impact of these staffing arrangements upon learning experiences remained to be seen.

Again, in this school non-specialist staffing was also contributing to a reinforcement of a games bias in the PE curriculum. However, in this instance the head of PE also privileged this aspect of PE. An emphasis on performance in *sport* also fitted well with the focus on individual achievement that seemed to be privileged in the school as a whole. The head of PE stated "Sport is important in this school" (my emphasis) and stressed the schools' considerable involvement and achievements in county competitions (fieldnotes, 12/6/92). Whilst concerned about the standards of teaching and learning, the head of PE was not, therefore, opposed to the games emphasis of the PE curriculum. Indeed, as I discuss below, he saw reinforcement of this emphasis (and particularly achievements in extra-curricular competitive sport) as a means to securing support for PE (and particularly funding) from the headteacher and school governors (fieldnotes, 12/6/92).

This head of PE, together with some of the staff at other case study schools, highlighted that the **age and experience** of PE teachers, particularly in situations that were perceived as offering little support, was an important factor in their response to the NCPE. This head of PE said that he hoped that the effect of the introduction of the NCPE would be "... not a great deal in terms of change in content" (fieldnotes, 12/6/92) and the LEA divisional general inspector for PE (see chapter 5) subsequently confirmed that this head of PE was someone who "no-one would change" (fieldnotes, 30/6/92). Similarly, the head of PE and his colleagues in another PE department (62) explained that they felt their age and a pattern of continual experience in specific areas to some degree precluded curriculum change. They all acknowledged that whilst they had attended many weekend courses when they were in their "twenties and single", their domestic commitments now meant that they were unwilling to attend evening or weekend courses. The head of PE commented "...perhaps we shouldn't be in the game any more ... perhaps we're too old" (fieldnotes, 22/6/92). The headteacher at this school also identified the "balance of age" within the PE department as "inappropriate", explaining "... you have four staff in the second half of their careers ... its a long time since they had any intensive college courses.." (fieldnotes, 22/6/92). A PE teacher in another department (29), (together with those in the small school above (39)), expressed the need (and desire) for 'new blood' in the department. She said "... the average age is too high... I think you've got a 10 year life span in giving your best ...its very easy to get into a rut..." (fieldnotes, 14/7/92).

However, in these schools circumstances clearly prevented the desired 'injection' of young staff occurring. Until existing staff 'moved on', no 'new blood' could be forthcoming. On the one hand this gave rise to some anxiety with respect to the 'delivery' of some aspects of the NCPE. For example, none of

the staff in one department (62) felt able to teach dance and had decided to therefore do their best at introducing orienteering into their curriculum to meet the requirements for KS3 (see above). On the other hand, the reliance on established staffing ensured that the curriculum change accompanying the implementation of the NC would be limited. One PE teacher (29) commented "There are certain things you've got to cover ... but who's going to monitor it ? it helps you think ...reflect... but it won't change much here" (fieldnotes, 14/7/92).

Case study data also reaffirmed the existence of **gendered patterns of staffing** in PE and their potential impact on curriculum design in the schools concerned (see chapter 6). In one school (62) the head of PE explained that as neither of his female colleagues were willing to teach dance, they (the department) had decided to offer outdoor education in KS3. The possibility that either he or his male colleague may teach dance had not been entertained. This department also explained the way in which the timetabling of both pupils and staff influenced their grouping policies. All year 7 PE groups were at present mixed sex, as three groups and three members of staff were timetabled at any one time. This was set to change in the following year to a "4-2 split" in grouping that would enable a return to single sex teaching (fieldnotes, 22/6/92). This data again reinforced the important role of the headteacher (and/or others making timetabling decisions) in PE curriculum design.

Other case study data also drew attention to gender issues in curriculum design, particularly with respect to the organisation and scope of extra-curricular activities.

Opportunities for girls to participate in extra-curricular PE was typically the responsibility of female staff, whilst male staff organised activities for boys. One headteacher (39) drew attention to the fact that a single female PE teacher carried "the whole burden" and that this restricted girls'

team fixtures (fieldnotes, 23/6/92). Whilst acknowledging that family responsibilities particularly restricted the involvement of female staff in extra-curricular work, he did not question the gender biased organisation of staffing. However, the female PE teacher at the school herself reaffirmed the different opportunities arising for girls and boys and indicated that boys were also denied certain experiences. The girls' swimming team was in this PE teachers view "...good in that its something different for the girls ...the boys don't do it ... so its something the girls have got that is different" (fieldnotes, 23/6/92). A head of PE at another school (78) similarly identified a "problem" of having "no help on the women's side of PE" and said that extra-curricular PE for girls suffered as a result (fieldnotes, 23/6/92). In another of the case study schools (29), the head of PE regarded the fact that he was the only male PE specialist as restricting boys' extra-curricular activities (fieldnotes, 16/6/92).

Facilities for the NCPE

The case studies also highlighted the opportunities and limitations posed by the facilities for PE within schools (see chapter 6) and the implications of differences in this respect for the 'implementation' of the NCPE. Four of the schools visited had swimming pools. The pools were clearly an important asset in terms of the experience the schools were able to provide for pupils. One headteacher (39) described the swimming pool as "...central to our summer programme" and explained that it was also used on a recreational basis at lunchtimes (fieldnotes, 23/6/92). In another school it was also evident that the availability of a swimming pool eased the 'problem' of implementing the NCPE at KS3 with respect to the areas of activity to be addressed (see above). The head of PE (50) explained that life saving was identified as an adventurous activity in the NCPE texts. He said "... I don't agree it is an adventurous activity, but we do do it..."

(fieldnotes, 17/6/92). The NCPE texts had again, it seemed, encouraged 'accommodation' rather than curriculum development.

In other departments the state of facilities, or absence of them, constrained PE provision. In one school (62) the condition of the playing field was so bad that it had been condemned for athletics. One PE teacher said "We shouldn't grumble but its frustrating ...got the potential and can't use it" (fieldnotes,22/6/92). In this instance maintenance was a longstanding problem. Post-LMS it was unclear where the funding for this or other major work would come from.

Another school (29) had what the headteacher, PE staff and LEA PE Inspector recognised as inadequate indoor facilities with only one indoor space for PE. The head of PE explained that he had to "...plan around it" and that although he would like to see more gymnastics in the PE curriculum, the space required was simply not available (fieldnotes, 16/6/92). The school had been designed in the anticipation that use would be made of the local sports centre (about half a mile away) for PE. However, the time involved in pupils walking to and from the sports centre had increasingly precluded this use. One PE teacher explained that staff faced a choice of offering pupils "...10 minutes swimming or 50 minutes football..." (fieldnotes, 14/7/92). The school now relied entirely on its own facilities and this was inevitably reflected in the curriculum design and plans for the implementation of the NCPE. The curriculum, with its games bias, was framed (see chapter 8) by these resource constraints.

Case studies also highlighted that the allocation of space within schools was, 'post-ERA' a matter of competition between subjects and that subject status played a role in allocations. Whilst one head of PE (39) begrudged the lack of a "lab" for GCSE PE and the increasing use of the gymnasium

for examinations (fieldnotes, 23/6/92), another department (22) was "trying to hang on to" its "PE classroom" (fieldnotes, 9/6/92).

Funding the NCPE

Funding for PE departments was, 'post-ERA', clearly a matter of competition with other subjects within the school (see chapter 6). Heads of PE drew attention to the fact that funding for INSET to accompany the 'implementation' of the NCPE (62, fieldnotes, 22/6/92), or for facility and equipment repair or replacement (52, 12/6/92) was increasingly reliant on putting a 'good case' (see chapter 6). However, it was also apparent that heads of PE were essentially at the mercy of others with respect to how their bids would be received. One department was fortunate in that money for transport to matches was forthcoming because, the headteacher explained, "I'll find it. You have a head who is pro-sport." (39, fieldnotes, 23/6/92). This headteacher also drew attention to supportive stance of the school Governing Body as an important factor in securing funding for PE. Another head of department (29) similarly acknowledged the valuable support of a deputy head who was an ex-PE teacher (fieldnotes 16/6/92) and in a third case (52) the head of PE drew particular attention to the role of school governors in determining subject funding 'post-ERA'. This head of PE saw reinforcing the high profile of *school sport* as a key to gaining financial support for the PE department. He, and it appeared, the governors, were aware of the role that opportunities and in particular *achievements in sport* could play in ensuring that pupils, or rather their parents, were attracted to the school (see chapter 1). The head of PE reported that the governors were "...very aware of sport's contribution to the school" and drew attention to his own role in promoting this 'awareness'. Three new governors would, he said "need educating...but I've met them ... you have to make yourself high profile" (fieldnotes, 12/6/92). As

I discuss further below, in other schools it appeared that school governing bodies played an essentially passive role in the policy process, and that the views of headteachers and members of the Senior Management Team were those most critical in determining resource allocations to PE.

For one department (62) the position of PE 'late' in the phased implementation of the NC (see chapter 1) and the late arrival of NCPE curriculum documentation (see chapter 4 and below) clearly restricted the department's ability to articulate and then gain financial support for their training needs. The head of PE explained that "...you have to get in very quick ... its [money for INSET] allocated very quickly..." (62, fieldnotes, 22/6/92). The headteacher at this school confirmed that subjects were not equally placed in the competition for funding within the school. He explained that in the curriculum sub-committee of the School Governing Body, which addressed departmental curriculum development needs and specifically those associated with the implementation of the NC, PE had "...not had the attention yet that other areas have had..." (fieldnotes, 22/6/92).

The Support of the Headteacher

The support of the headteacher, not only in terms of the resourcing of PE, but also the interests and ideologies (see chapter 2) privileged within PE represented a key resource for heads of PE. The case studies highlighted that headteachers not only have an indirect influence on the provision of PE via resource allocations and arrangements, but, if they so wish, can also play a more direct role in PE curriculum design. The interests of the headteacher, those of the head of PE and the relations between these individuals are all key issues to address in analysing the process of 'implementing' the NCPE. As we will see, my data lent support to Sparkes' (1990) view that

...if we are to understand the limits and possibilities of educational change, the school and departments should be regarded as 'arenas of struggle', that is, contexts in which power is unevenly distributed among members and in which there are ideological differences and conflicts of interest.

(ibid,1990,p.198)

In two of the case study schools (22, 39) it was particularly apparent that whilst the headteachers stressed support for 'PE', this was in fact support for a particular emphasis within (or aspect of) PE, that they wished to see reflected in the curriculum. In one school (39) the headteacher was a keen sportsman, with a firm belief in the benefits of participation and competition in *sport*. These interests were reflected in his 'support' for PE. He personally contributed to the staffing of extra-curricular activities and encouraged other staff to do so. However, at the same time he maintained timetabling arrangements that meant that those pupils taking a second language 'lost' half of their PE time. His outline of what he regarded as the "ideal situation" confirmed the specific interests underlying his policies. In his view the "ideal situation" was "...one in which pupils work hard and then have the opportunity to participate in games, music and drama..." (fieldnotes, 23/6/92, my emphasis). His discourse clearly privileged the interests of sport, centring on participation *after school* and *games* within PE (see chapters 1 & 4). The head of PE in this school had neither the energy nor desire to pose a challenge to this state of affairs. He was himself struggling to cope with what he perceived as the immense demands (particularly administrative) of the NCPE and also lacked expertise in areas other than games in PE (see above). In these circumstances, support, even if from a specific perspective and arguably limited, was to be welcomed rather than contested. The PE curriculum and the NCPE would continue to reflect the interests of the headteacher and the resource constraints (particularly with respect to staffing, see above) that framed PE in this school.

In contrast, there was clear conflict between the headteacher and the head of PE in another of the case study schools (22). In this school a 'new' headteacher had arrived apparently anxious to make an 'impact' by initiating extensive curriculum changes. He had embarked on a restructuring of the school into faculties, with the PE department located within the "Faculty of Social and Physical Education". With respect to PE, in the headteacher's opinion there was "...a great need for PE staff to agree that PE is not just about coaching games" (Questionnaire comment). He felt that staff tended to "teach their expertise" and that there was a need for them to "broaden the base" (fieldnotes, 9/6/92). Specifically, the headteacher had also 'brought with him' from his previous school, a firm commitment to a *health* focus in PE. He had demanded 'change' in PE, and specifically, a comprehensive review of curriculum aims and objectives and the introduction of Health Related Fitness (HRF) to the PE curriculum. Reluctantly, the head of PE and his colleagues had designed and introduced a HRF module. Its subsequent popularity with pupils appeared to have changed their attitudes, such that they now expressed their disappointment that HRF was not identified as an area of activity within the NCPE (see chapter 4). The head of PE explained that as a result, HRF would be 'lost' from PE. As the health 'lobby' had feared, there was no guarantee that as a 'permeating theme' health would find a place in the PE curriculum in schools (see chapter 4) (fieldnotes, 1/7/92). However, this response also highlighted the limitations to the 'change' that had occurred within this department. Significantly, health had not become a focal point for PE, but rather a module within it. Its 'absence' from the NCPE texts therefore signalled the removal of one distinct aspect of the PE curriculum. The other activities provided within PE remained essentially unaffected by this change, or the curriculum 'review' that had been undertaken. Although the headteacher stressed that he wanted HRF to be "...woven in, not as a 'bolt-on' thing" (fieldnotes, 9/6/92), the head of faculty acknowledged that

there was still a strong skills emphasis in the PE curriculum and that there was a need to address the integration of HRF into other areas of PE (fieldnotes, 1/7/92). This confirmed my own observations from a study of the departments' curriculum documentation (see below).

Critically, the 'review' had involved the department, and particularly the head of PE, compiling a detailed curriculum "handbook". In this were statements of departmental aims and objectives, the activities offered within the curriculum, accompanying schemes of work and staff responsibilities. 'Review' had thus centred on the production of documentation, the creation of policy texts. A study of this documentation itself highlighted that the 'traditional' games and skills oriented and gendered curriculum remained intact. Notably there was an imbalance in the time allocated to the different areas of activity. For example, the year 7 girls' programme comprised 7 weeks of gymnastics/dance, 7 weeks of athletics and 28 weeks of games. The year 7 boys' programme contained no dance, replacing this with additional gymnastics. Additionally, the schemes of work for the different areas appeared to emphasis a focus on skills throughout the PE curriculum. For example, the programme for gymnastics comprised "preparation (safety/equipment", "skills" and "scoring" and the programme for athletics included "skills", "tactics" and "rules" (fieldnotes, 25/6/92). Despite these apparent biases in curriculum design, this department were proud of their 'achievement' and having produced this "handbook" felt "well prepared" to 'implement' the NCPE. Their documentation would need only minor modifications to meet the LEA PE inspectors' demands. Written policy texts were again the focus of 'change' and the indication was that much 'practice' had and looked set to essentially remain the same. One of the PE teachers explained that the department's view of the NCPE interim report was that it contained "nothing we weren't doing". She added that they were an "established staff" and that "...we know each other and each

have our own little things" (fieldnotes, 9/6/92).

Again, the age and experience of staff seemed to frame (see chapter 8) their response. However, in understanding this response and in particular the apparent absence of change, it is also necessary to address the relations between the PE department and the headteacher. In this school the members of the PE department felt isolated from and not valued by the headteacher. They regarded the introduction of HRF as change imposed from 'above'. The head of PE likened the policy "arrangements" (Hill,1980) within the school to "line management", explaining that to argue his case for "back-to-back" timetabling (and thereby gain twenty minutes by saving changing time), he had had to submit a paper to the member of staff responsible for timetabling, who in turn then had to put it to the senior management team (SMT) for their consideration (fieldnotes, 9/6/92). Whilst not arising directly from the introduction of LMS, the structure implicit in these "arrangements" (ibid,1980) was certainly compatible with that implicit in LMS (see chapter 1). In this school, the division between teachers and senior staff was particularly apparent. Although the headteacher stressed his support for the department and the work they had done, particularly in introducing the HRF module, he had clearly failed to communicate this to the staff involved. Notably, the NCPE was also viewed as an imposition from 'above'. The teachers were therefore inclined to resist what they regarded as essentially an additional and unnecessary 'workload' (fieldnotes, 9/6/92; 25/6/92; 1/7/92).

In contrast to the school above, another head of PE (29) described the SMT as an "open forum" in which people could "really talk". However, even in this situation it appeared that the head of PE's 'freedom' (see chapter 8) was limited. Although the headteacher had given the impression that she was happy for the head of PE to take the lead in curriculum development (fieldnotes, 3/7/92) the head of PE reported that

the headteacher and deputy head were supportive of a particular direction of development. Specifically, they had stressed the need for "successful teams" (fieldnotes, 16/6/92). Another PE teacher confirmed that the school was, post-ERA, in a "selling game ... so teams are important" (fieldnotes, 14/7/92) (see chapter 1 and above). The tension these pressures created for the head of PE was very apparent. He said "Its a problem because that [a focus on teams] only caters for a small minority, and you could view it as against what you're trying to do during the day" (fieldnotes, 16/6/92). It appeared that rather than furthering the learning and experiences in in-curricular PE, the direction of (and underlying interests embedded in) extra-curricular PE were very different. This difference directly reflected the relative power (see chapter 8) of the headteacher and deputy head to direct these different aspects of PE. The head of PE appeared able to resist the pressures being imposed in the design and delivery of the in-curricular programme but clearly felt less able to do so with respect to extra-curricular PE.

The ERA : Framing Responses in Schools

The impact of LMS on the school context was very apparent in the case study investigations. Some of the practices observed within schools would more usually be associated with private businesses than educational settings. For example, at one school (22) the senior management team had been issues with 'bleepers' so that they could be contacted at all times. In two schools (50, 62) the relative 'plushness' of the reception area, with plants and easy chairs was noted. Invariably, trophy cabinets were a feature of school reception area, providing a reminder of the marketing potential of achievements in school *sport*.

As indicated above, the perceived need for 'accountability' and 'evidence' in the implementation of the NCPE was also

reflected in responses. One head of PE (39) explicitly addressed this, saying "We do find we have to be more accountable now...we do realise its important to record the work done ... we need to be able to say what was done" (fieldnotes, 23/6/92).

In two schools (52, 78) the need (post-ERA) to 'compete' for pupils and the impact that this had upon the provision of PE and sport were particularly apparent. As explained above, the head of PE in one of these schools therefore directed his energies towards promoting school sport. In the other school the head of PE and a deputy headteacher both regarded the schools' PE facilities as a key factor in the schools' efforts to attract pupils and thus 'survive' in the face of competition from neighbouring secondary schools (fieldnotes, 23/6/92, 15/7/92). The head of PE's energies were directed towards promoting the PE facilities both as a marketing feature for the school and via external lettings, an income generator. Improvements to the facilities would, in his view, bring both more pupils and more money to the school. He said "...its a case of investing money now for benefit in say 5 years if you've got a marketable commodity you're crazy not to use it" (fieldnotes, 23/6/92). In these circumstances, the survival of the school, rather than curriculum development in PE was the primary concern. The discourse of LMS and open enrolment was privileged within the discourse of PE.

A focus on financial matters also underlay actions relating to grounds maintenance. Two heads of PE (29, 39) and one headteacher (39) drew particular attention to their 'success' in making savings in this area under LMS. In one case (29) the head of PE had modified the grounds maintenance contract to avoid unnecessary work in the school holidays and instead of having a cricket boundary marked (at a cost of £200.00 per time) had bought a set of plastic boundary markers (for £400.00) (fieldnotes, 16/6/92). In the other school (39) the

headteacher explained that "having control of the money" had similarly enabled him to renegotiate the maintenance contract to reduce cutting during the holidays and that he was now "...getting them [grounds staff] to do what I want for less money". In his view "...the county was being ripped off" (fieldnotes, 23/6/92).

Two other headteachers particularly stressed the benefits they felt LMS had brought them with respect to financial 'control' and 'flexibility' in spending. One (22) said that with the introduction of LMS there had been "a complete turn-around" in relations between headteachers and the LEA. In his view headteachers now had "the power" and instead of "telling us what to do" LEA staff were, he said, "... serving our needs ... and if they don't serve those needs we can say we'll go GMS*¹ and get someone else to do so" (fieldnotes, 9/6/92). Another headteacher (62) said that "in general", "...like all secondary heads" he viewed LMS as "... a very positive development", specifically creating "flexibility" with respect to use of resources and staffing. As we have seen, it was not guaranteed that PE departments would in turn benefit from this flexibility. Furthermore, whilst headteachers celebrated increased control and flexibility with respect to schools' finances, the limitations to their 'power' were also evident. For example, problems such as the repair or replacement of aging PE facilities were matters which headteachers acknowledged were a matter that the LEA, rather than themselves, would have to address (22, fieldnotes, 9/6/92). Similarly, there were limits to the 'flexibility' with respect to staffing. As indicated above, new appointments could only be considered when existing staff left.

In considering the relative 'power' (see chapter 8) of headteachers in schools post-ERA we should also address the role of the school governing bodies (SGBs) in the policy

process. As explained in chapter 1, the ERA appeared to significantly increase the part SGBs could play in shaping the curriculum in schools. However, the case study investigations showed that in the schools visited, the role of SGBs in curriculum design was essentially passive. It appeared that in this area of their work SGBs largely 'rubber stamped' the recommendations of headteachers. One headteacher (22) explained that whilst he regarded the school governors as "very important people", their expertise and therefore input to the school's organisation and management was quite specific. In particular he drew attention to attention to their financial expertise. He explained that in contrast, the governors' showed a distinct lack of knowledge of curriculum matters and had difficulty dealing with curriculum "language". In addressing curriculum issues the governors were therefore very much guided by the headteacher's recommendations (fieldnotes, 9/6/92). Other interviews with headteachers (29, 39, 50) similarly portrayed the SGB as essentially supportive of the headteacher and reinforced the view that it was the headteacher and other senior staff within the school, rather than the SGB, who were the key figures shaping the implementation of the NCPE in schools.

As illustrated earlier, case studies highlighted the marked 'divide' between teachers and senior staff (specifically the headteacher and the Senior Management Team) 'post-ERA'. In two schools in particular (50, 62) the structure and mechanisms within the school and the 'distance' thereby created between teachers and senior staff, seemed to contribute to PE teachers' feelings of isolation and that there was a lack of support for PE and their task of implementing the NCPE. However, other divisions between staff in schools were also apparent. One head of PE (62) explained that the "strong divide" between curriculum subjects inhibited the development of cross-curricular initiatives. The reactions he faced seemed to reflect the competitive context in which teachers were working post-ERA. He explained

that moves to develop links with other departments would be interpreted by others as an attempt to "build an empire" (fieldnotes, 22/6/92). Such approaches were, he said, "...seen as encroaching" with the result that "shutters come down" (fieldnotes, 6/7/92). The structure and discourse of the NC that privileged individual subjects in the curriculum, its phased introduction that reinforced this and the funding arrangements under LMS all acted to reaffirm rather than challenge boundaries between subjects. As indicated above, timetable time was also shown to be a continued focus for competition between subjects. The timetable pressures created by the introduction of the NC remained problematic issues that framed the implementation of the NCPE.

The NCPE : Too little, too late

The arrival of the NCPE signalled new and improved curriculum documentation in PE departments. The case studies confirmed that PE teachers had little time to change much else. In the absence of advance preparation (see chapter 6) the timescale for 'implementation' meant this, like the development of the policy texts, was inevitably 'rushed'. The statutory orders arrived at a time when teachers were attempting to cope with 'end of term' and 'end of year' matters, including, for example, the organisation of the annual sports day (22, 39), in addition to their normal teaching and non-teaching workloads. The lack of any time for curriculum evaluation and planning was very apparent in my visits. Indeed, arranging case study visits was itself difficult in the light of teachers' commitments.

Furthermore, there was no immediate support for comprehensive curriculum planning. The case studies highlighted the 'distance' of the LEA PE inspectors from PE departments and the infrequency of their visits to schools. As explained in chapter 5, the emphasis of their work (inspection) and their large geographical remit clearly prevented them having the

"more active involvement" that one PE teacher particularly identified as needed. In her view "... they should be in every week..." (22, fieldnotes, 25/6/92).

Teachers also reaffirmed the inadequacies of the information provided in the texts of the NCPE, particularly with respect to assessment. One head of PE said that he felt "... they've [the NCPE WG] let us down ...there aren't enough specifics to go on ...its all a big stumbling block" (78, fieldnotes, 23/6/92). This head of PE clearly felt pressure within his school to address assessment, but was unsure of how to progress.

Conclusion : The Policy Process within Schools

The questionnaire data indicated that individual interests, expertise and circumstances would be key factors in the design of the NCPE in schools. The discussion above has provided an insight into the complex interaction of these factors in 'practice'. In the various schools different factors and different individuals commingled to constrain, facilitate or more often 'direct' preparations for the 'implementation' of the NCPE. The crucial roles of the headteacher and head of PE in this process, and the importance of the relationship between them have been highlighted. 'Action' on the part of heads of PE clearly occurred within certain 'boundaries'; notably the resources available to them (particularly with respect to staff expertise and facilities) and their relative freedom to pursue their own interests. Where the headteacher had conflicting and dominant views regarding PE, this freedom was constrained. Compatibility of interests within schools can be regarded as facilitating development, but the case studies also remind us that this development can take various directions. In three schools (22, 29, 78) other individuals (two deputy headteachers and a head of faculty) also showed themselves to be key figures in the policy process. However,

in all of the schools it was evident that the head of PE's and his or her colleagues' attitudes towards change, and the individual 'histories' of both individuals and the institution were a key factor in the responses made to the NCPE.

In drawing attention to the importance of individuals in the policy process, my discussion has arguably celebrated 'agency' (see chapter 8). However, my investigations also confirmed that important 'boundaries' to 'action' had been created before the NCPE 'arrived' in schools. Both headteachers and heads of PE were planning 'implementation' in the light of and within the limitations of LMS as it was expressed within their school, and the timetable pressures progressively reinforced by the introduction of the NC. Schools were not, it seemed 'filling gaps' in the text of the NCPE (see chapter 4). Rather, they were attempting to create space within their existing curricula in which to 'place' the NCPE. The NCPE texts were read in the context of schools post-ERA. The discourses of the texts were framed by (see chapter 8) and thus embedded with other discourses, of 'efficiency' 'survival' and 'accountability' in the education 'market'. With respect to the latter, the administrative demands of 'implementation' were for some heads of PE the focus of their response to the NCPE. Changes in 'policy' were required (both for the government and the LEA) as 'evidence' of their 'successful' 'implementation'.

However, the discourses privileged within the texts of the NCPE were nevertheless important in 'implementation'. Responses again privileged the areas of activity as the defining feature of PE and the NCPE. Other discourses were thereby omitted from or subordinated in discussions and debates. How the teaching of the NCPE would address each of the three elements of the attainment target for PE and thereby emphasis 'PE as a process' (see chapter 4), or how equal opportunities issues were to be addressed in the

'delivery' of the NCPE were questions that were not being considered by these departments. As the questionnaire data had indicated 'implementation' would not, it seemed, entail comprehensive review of curriculum content, organisation and teaching methods. Differences within schools and between schools with respect to the breadth and balance of the PE curriculum pupils experienced were likely to remain. This 'outcome' of policy was the result of a highly complex process. In the following chapter I return to my theoretical concepts and framework as a basis from which to reflect on and analyse further the nature of that process.

Endnote

*¹ GMS : Grant Maintained Status (see chapter 1).

CHAPTER 8 : 'FRAMES' AND 'FREEDOM' IN THE POLICY PROCESS

In the previous chapter I drew attention to the many and varied factors acting and interacting to determine the expression of the NCPE in individual schools. In this chapter I return to my theoretical analysis of the policy process (see chapter 2) and draw on my data and analysis from previous chapters to pursue the questions of who and what was influential in shaping the NCPE as 'policy' and 'practice' and how this influence arose. Essentially, my discussion focuses on the mechanisms and structure of the policy process. I reflect on the strengths and the inherent weaknesses of my theoretical framework and present a revised model as a possible framework for future work. The new model centres on Lundgren's (1977) concept of "frame" and also draws on Bernstein's (1990) theorising of the production of pedagogic discourse and Ball's (1993a, 1993b) recent work. My analysis leads to (and demands) discussion of the concepts of agency, structure and power. As we will see, the model centring on frames is an initial attempt (see below) to acknowledge and address different dimensions of power observed in the policy process. Here I do not explore the vast body of work that has addressed the nature of power. For a comprehensive account of previous work and the contributions different authors have made to this field, I direct readers to texts specifically addressing power (see for example Lukes, 1974; Clegg, 1989). My aim, particularly in the light of recent studies of education policy (in particular Bowe et al, 1992) that have touched on the issue of power, is to draw on this body of work and present a framework that it is hoped may provide a basis from which to further our understanding of the policy process. I stress that this discussion represents my initial attempts to theorise the process I have studied. The framework presented is one that I hope both myself and others will be able to refine and develop.

Background

In chapter 2 I presented the concepts of context, content, mechanisms and structure as the basis for the exploration, description and analysis of the policy process. I stressed that an understanding of the process demanded an exploration of the relationships between the different concepts as well as each of the concepts themselves. That framework provided the basis for a comprehensive and rigorous investigation of the development and 'implementation' of the NCPE (see chapter 9).

My research clearly lent support to many of the key theoretical standpoints that underlay the framework. Specifically, my data illustrated the artificiality of a divide between policy 'making' and 'implementation', showing these to be inseparable phenomena in a complex process (see chapter 2). In chapter 4 we saw that what would invariably be regarded as the 'making' of the NCPE involved processes (specifically interpretation and "slippage" (Bowe et al, 1992)) that would more usually be associated with policy 'implementation'. Equally, we saw in chapters 5, 6 and 7 that those charged with 'implementing' the NCPE played an important part in 'creating' the curriculum that children would experience as the NCPE.

Similarly, my investigations confirmed the need in policy analysis to deconstruct the divide between 'policy' and 'practice' (see chapter 2). In both the LEA and schools we saw that 'new' 'policies' arose in 'implementation'. Policy texts were the (or part of the) 'practice' arising in these settings. In this respect my data was also illustrative of my conceptualisation of the mechanisms of the process as comprising different forms of policy. Within all the sites investigated we saw illustrations of "slippage" (Bowe et al, 1992); the creation of what I termed "actual policies" as a basis for "policy-in-use" (see chapter 2). This supported McPherson and Raab's (1988) observation that

... when the concept of policy is broadened to include 'practice' and 'policy-development', power over policy-making is found to be dispersed, not only between these three agents [ie the DES, LEAs and teacher organisations] at the national level, but also between this level and other levels of activity, including the individual local authority, the school, and the individual teacher.

(ibid,1988,p.12)

However, as I emphasise below, there is a need to explore the nature of the dispersal of power and the part that these various organisations and individuals played at different 'points' in the policy process.

Investigation of the different forms of policy arising during the development and 'implementation' of the NCPE illustrated that different discourses (see chapter 2) were embedded in the policy process throughout its course. Whilst it is wrong to assume that all actors were equally placed with respect to their discursive capacities (see below), it is also inaccurate to portray the "construction" of discourse as confined to upper 'levels' of the policy process (see Bowe et al,1992). My data showed that at all sites 'new' discourses were embedded in the process and "specialized discourses" (Bernstein,1990) were modified (see chapters 4,5,& 7). These processes were not confined to "primary contextualisation" (ibid,1990) but were also evident in what Bernstein terms the "selective reproduction" (my emphasis) of educational discourse in schools. My analysis reinforced the need (identified by Bernstein) to pursue the role of the state in the relations and movements between and within the contexts he identified, but also highlighted the somewhat problematic nature of his conceptualisation of the process as comprising three distinct contexts (see chapter 2).

Certainly, this research drew attention to the difficulties inherent in conceptualising "context". Returning to Bowe et al's (1992) model (see chapter 2), "text production" occurred

at all 'levels' and involved processes that these authors associate with the "context of influence". We saw that responses to texts, (which in Bowe et al's model occur in the "context of practice") were also an on-going feature of the process. Invariably, these responses involved text 'production'. The overlap of Bowe et al's three contexts and their associated processes was thus very apparent in the policy process explored.

With respect to my own conceptualisation of context (see chapter 2), my discussion in preceding chapters has highlighted rather different but equally important shortcomings. In chapter 2 I acknowledged that the boundaries between the concepts of "content" and "context" were 'blurred' and stressed the many dimensions of the latter. Ultimately this breadth inherent in my conceptualisation of context inhibited my theoretical analysis (and articulation of this). I found it necessary to create 'boundaries' to "context", referring, for example, to the LEA or an individual school as a "context". My discussion thereby privileged the structural dimension of the concept and pointed to the need, within my framework, to address its different dimensions in isolation. In my view the model presented below, focusing on "frames" (Lundgren,1977) can better accommodate the many dimensions of "context" and provides the basis for a description of the process that has greater clarity and depth than that arising from my previous framework.

With respect to the mechanisms of the process, my data reaffirmed the complexities inherent in the "relay" (Bernstein,1990; see chapter 2) of policies and thus the inadequacies of models that portray the policy process as in any way 'neat' and sequential in nature. The LEA PE Inspectors faced not one but a number of "official policies" when responding to the NCPE. As we saw, the discourse of one of the PE professional associations was particularly

influential in their response (see chapter 4). My investigations of schools similarly highlighted the operation of "multiple flows" within the process. Schools received NCPE texts both from the DES directly, and from the LEA. Both represented "official policies" and addressed the 'same' policy. However, we also saw that 'other policies' played a role in the interpretation of (and formulation of responses to) NCPE texts. Specifically, the responses of both the LEA PE inspectors (see chapter 5) and heads of PE (see chapters 6 & 7) were framed (see below) by policies relating to LMS. Interaction between policies was very apparent throughout the development and 'implementation' of the NCPE. This interaction was arguably 'hidden' or under-played in the framework I presented in chapter 2, being encapsulated within the very broad and diverse concept of context. As I discuss below, identification of frames in the policy process and exploration of their 'operation' enables us to address more fully this important dimension of the process.

My investigations also confirmed the importance of the policy "arrangements" (Hill,1980) embedded in policy texts in framing (see below) the process, 'policies' and 'practices' arising from the texts. In chapter 4 I drew attention to the way in which the empowerment (see below) of the Secretary of State (with respect to his ability to determine the membership of NCPE working group, 'direct' its work and revise its recommendations as he saw fit) facilitated the government's 'control' of discourse. In chapter 5 we then saw how the "arrangements" (ibid,1980) for the 'implementation' of the NCPE restricted the 'power' of the LEA PE inspectors to see their policies expressed in 'practice'. Finally, we saw that in different schools, PE and PE teachers were variously advantaged and disadvantaged by decision-making structures and processes (see chapters 6 & 7). Again my existing framework could not easily or adequately address the process observed. The policy "arrangements" (ibid,1980) detailed within texts (that could therefore be regarded as

part of policy "content") were clearly important in shaping the environment (or "context") in which the process was occurring. The "arrangements" (ibid,1980) could also be seen as detailing specific "mechanisms" for the process. The blurred boundaries between my concepts was clearly a problematic feature of my framework.

The model presented below has many similarities to the framework that provided the basis for this thesis, but is nevertheless an important refinement of that framework. Specifically, it is designed to provide a clearer conceptualisation of the complex interactions inherent in the policy process. My hope is that my discussion will make explicit the reflection and analysis that has been inherent in my writing (see chapter 3). However, I stress that the revised framework and in particular, the categorisation of frames (see below), is not intended as 'the answer' to 'the problem' of theorising the policy process. There is no simple answer. Rather, as I indicated above, my discussion represents a preliminary presentation of ideas that it is hoped will provide the basis for the development of further theoretical and empirical work in this field.

Frames in the Policy Process

At various points in the preceding chapters I have referred to factors and/or individuals as 'shaping' either policy content, the context of the policy process or its mechanisms. For example, in chapter 4 I emphasised that both the content of the NCPE policy texts and the "arrangements" (Hill,1980) for their development reflected 'wider' economic and political concerns. In LEAs and schools I identified many factors, including policies relating to LMS, the content of the NCPE texts themselves and individual 'histories' and interests as contributing to responses to the NCPE. In my discussion below I explicitly address the 'shaping' observed in the policy process, conceptualising it as the operation of

different types of "frame". I talk of "frame" to refer to factors and processes that in Lundgren's (1977) terms constrained or governed the policy process (see chapter 2). Essentially, I present the development and 'implementation' of the NCPE as a process in which the operation of various frames served to progressively strengthen the government's definition of a NCPE as comprised of distinct areas of activity and subject to existing resource constraints in schools. I identify different types of frame within the policy process, but also stress that the categories created are not mutually exclusive. As we will see, in the development and 'implementation' of the NCPE, frames were embedded within frames. In addressing the 'operation' of frames I draw attention to the inter-relationships both between different types of frame, and between frames at different 'levels' (see chapter 2) of the policy process. I show that frames 'arose' at all 'levels', but also that frames associated with one site or 'level' impacted upon others. My discussion provides the basis for then addressing issues of power in the policy process.

A Classification of Frames

In chapter 4 my discussion centred on the analysis of policy texts. I showed that during the development of the statutory orders for the NCPE, specific discourses were included, omitted and variously privileged. I explained that effectively, during the 'production' of texts, 'boundaries' were created in terms of the discourses that could subsequently feature in the development of the NCPE. Specifically, it seemed that once established, the principle of classification (Bernstein, 1990) defining the NCPE could not be challenged. Essentially, the government created "discursive frames" for the policy process that was to follow. As we saw, negotiation of the content of the NCPE focused on which areas of activity were to be included at the different key stages and the resource implications of

recommendations (see chapter 4).

In addressing how the government's agendas and its dominant discourses came to be repeatedly privileged, I highlighted inequalities with respect to the roles that individuals at various sites could play in defining the NCPE. In particular, I identified teachers as "acquirers" (Bernstein,1990) of a curriculum that was essentially designed by 'others'. This status and their restricted role reflected, to a great extent, the impact of **"institutional frames"**. Notably, the development and 'implementation' of the NCPE occurred within an existing social structure, with inherent mechanisms for the policy process within it. The structure and these mechanisms were important in defining who could play what role in the process, and when. However, the ERA was also critical in establishing specific **"arrangements"** (Hill,1980) (and thus institutional frames) for its own 'implementation'. For example, the ERA empowered (see below) the Secretary of State to select the NCPE working group and direct its subsequent work. The NCPE working group operated within these institutional frames. As we saw in chapter 4, these frames enabled the government to establish and reinforce particular discursive frames. That is, policy **"arrangements"** (ibid,1980) limited the ability of the working group to challenge the government's dominant discourse.

However, other factors underlay both the policy **"arrangements"** (Hill,1980) in the ERA and the discourses privileged by the government in the development of the NCPE. Specifically, the constraint posed by the wider economic climate demanded a curriculum without resource implications. The discursive and institutional frames created by the government were set within this climate; **"economic frames"** played an important part in the policy process. In addition, the development of the NCPE occurred within a specific political and ideological context, that privileged restorationist discourses and the need for efficiency and

accountability in education (see chapter 1). Sport was privileged within PE (see chapters 1 & 4). Thus, discursive and institutional frames were also established in the light of these **"political and ideological frames"**.

Economic and political and ideological frames provide a critical sense of history and 'location' for the policy process and the 'creation' of frames within it. They draw attention to the fact that frames have a particular origin that we need to explore if we are to understand how and why they arise. In this respect my data lean support to Lundgren's (1977) view that "The structural conditions created by ongoing economic and social development constitute the outer constraints for changes in education, as well as determining its structure" (ibid,p.10).

In this brief discussion I have focused on the policy process at one (the 'national') 'level'. I have illustrated that even within these 'boundaries' there is a need to address inter-relationships between frames. Below I extend my conceptualisation to encompass other sites and 'levels' and address in greater depth the interaction of frames in the policy process. However, before doing so I will address an inherent problem in this developing framework. Implicit in my discussion above is a hierarchy of the different types of frame, with economic and political and ideological frames acting to determine the institutional and discursive frames arising in the policy process. In drawing attention to this I touch on a problem similar to that I discussed in chapter 2 in relation to the concept of context; that the boundaries defining our conceptualisation of the policy process can always be extended. From this perspective, the ability to design institutional frames, or indeed adopt a particular ideological standpoint, is itself dependent on discursive capacities, and is therefore subject to the operation of discursive frames. Ranson (1986) explains that

The state is a structuring of power and values. The organization of government, law and finance embody society's dominant beliefs about the distribution of power and control and about whether power should be concentrated or diffused. Yet those beliefs about the organizing of power themselves reflect values about the form that economic and social relations might take in civil society.

(Ibid,1986,p.205)

Thus there is a degree of complexity to the policy process that the frames I have identified cannot in themselves pursue. As I discuss below, in developing a theoretical framework we need to also address other concepts, and critically those that Ranson (1986) draws our attention to; the nature of power and control in the policy process.

The 'operation' of frames in the development and 'implementation' of the NCPE

As explained above, 'discursive frames' were established during the development of the NCPE texts. In chapter 4 I stressed the 'control' that was thereby inherent in the policy process, but also drew attention to the 'flexibility' of the texts and, therefore, the capacity for interpretation and "slippage" (Bowe et al,1992) in 'implementation'. In chapters 5, 6, and 7, we saw evidence of, but also limitations to the "slippage" possible in the policy process. Here I address the ways in which the discursive frames created by the NCPE texts commingled with other frames in the policy process.

The LEA clearly had its own political and ideological frames, albeit shaped by those at the 'national' level (see chapter 5). A study in a different authority may have illustrated a greater contrast in this respect (see chapter 9). Nevertheless, in the case study LEA we saw two dimensions to the framing in and of the policy process. The design of the LEA's LMS scheme was on the one hand constrained by national

policy. At the same time, constraints arose from the LEA's own political stance (see chapter 5). The 'restrictions' evident in the work of the LEA PE inspectors reflected the constraints of frames arising at two 'levels'. For example, the ERA limited their 'power' (see below) to determine the time schools allocated to PE and the areas of activity within it. In addition, the LEA required the PE inspectors to focus on inspection rather than advice and support. This requirement framed the 'support' they provided for the 'implementation' of the NCPE (see chapter 5). Although many of the LEA's policies had clearly arisen in the light of national policy, they nevertheless created new frames in the policy process.

With respect to discursive frames, we saw that the LEA PE inspectors faced different and conflicting frames. Notably, the LEA's response to the NCPE interim report appeared strongly framed by the response (and dominant discourse) of the British Association of Advisers and Lecturers in Physical Education (BAALPE). BAALPE's and in this instance the LEA PE inspectors' discourse was in direct opposition to that privileged by central government during the development of the NCPE (see chapter 4). However, in other instances the LEA PE inspectors (and the County General Inspector for PE in particular) showed that they had adopted the government's (and to some extent the LEA's) discourse of 'management', 'efficiency' and 'accountability' in education (see chapters 1 & 5). The LEA PE inspectors privileged these concerns rather than educational issues at a key conference addressing the 'implementation' of the NCPE in schools. This inconsistency in the LEA PE inspectors' discourse and the 'limits' to other aspects of the LEA's 'support' for PE (for example with respect to funding of transport; see chapter 5) reflected the tension between different discursive frames, but also the boundaries to and constraints on 'LEA' policy arising from other frames. The LEA's (and the LEA PE inspectors') 'support' for PE reflected the influence of

economic and political and ideological frames operating within and beyond the authority in the policy process.

Similar processes to those described above were apparent in my investigation of schools and the PE departments within them (see chapters 6 & 7). The actions of headteachers clearly occurred within the frames established by both central government and the LEA, but at the same time headteachers were crucial in defining the expression of these frames in schools. I identified headteachers as having important 'control' over the resourcing of PE and the "arrangements" (Hill, 1980) for resource allocations (particularly with respect to departmental funding and timetabling of subjects and staff). In this respect I portrayed headteachers as 'creators' of particular economic and institutional frames within which the 'implementation' of the NCPE was set. However, I also drew attention to the way in which the actions of headteachers were constrained by the conditions in which they were acting; by frames that had been established at other 'levels' in the policy process. LMS in particular had clearly changed decision-making processes and criteria in many schools. In the light of my data I share Ball's (1993b) view that the introduction of "market forces" has changed the "value context" in which many teachers work, such that economic concerns invariably take precedence over educational matters. With the introduction of LMS, new institutional frames were created within schools. Importantly, the structure and mechanisms of the policy process *within* schools mirrored those that defined the relationships *between* schools. Schools not only operated in the 'market'; there were 'markets' within schools. Resourcing of departments, like that of the school itself, was a matter of competition. The strength of the wider ideological frames was thus very apparent in the policy process at this site. Below I explore further the relative 'freedom' of individuals within the policy process and the pressures they faced to 'create' particular frames.

In chapter 7 we also saw that some headteachers privileged particular discourses within PE and in so doing created and/or reinforced particular ideological and discursive frames. These headteachers, and the various heads of PE and PE teachers in the case study schools drew our attention to the operation of ideological and discursive frames at the 'level' of the individual. Responses to the NCPE (and thus the subsequent process) were clearly framed not only by the process thus far, but by the unique circumstances and history of the individual and the institution in which they worked. Whilst this was also true of the members of the NCPE working group and the LEA PE inspectors, it was most 'visible' in schools. Inherent in PE teachers' 'circumstances' and 'histories' were further frames. Differences in expertise and attitudes were directly reflected in the 'implementation' of the NCPE. 'Personal frames' commingled with those already 'created' in the policy process to produce a particular response.

Thus in this model the course of the policy process and its effects are conceptualised in terms of the complex interaction of frames established and arising at various sites within the process. My analysis of the development and 'implementation' of the NCPE in these terms has suggested that different frames vary in their status within the process as a whole and at specific policy sites. In many respects, the policy process explored appeared to be driven by overlying economic concerns. Economic constraints were clearly at the heart of many of the institutional and discursive frames arising in the policy process, and were critical in determining the 'freedom' (see below) of various individuals to shape both 'policy' and 'practice' in PE. Notably, the economic context demanded a NCPE without major resource implications. Discursive frames clearly reflected these pressures; the frames were themselves 'framed'. Somewhat ironically, this economic *frame* was expressed in terms of the need for "*flexibility*" in the NCPE's

requirements, such that 'implementation' could occur within existing levels of resourcing in schools (see chapter 4). Policy "arrangements" (Hill,1980) (and thus institutional frames) reinforced this emphasis, with the ERA 'delegating' the responsibility for 'implementation' (and thus resourcing) to LEAs and schools (see chapters 1 & 5). As we have seen, inherent in the "flexibility" of the NCPE and these policy "arrangements" (ibid,1980) was the scope for there to be no, or very little change in PE. Certainly, individual interests had a significant role to play in the 'implementation' of the NCPE (see chapter 7), but at the same time, the element of 'no change' was very much a framed response. At a glance my data celebrates 'agency' (see below). However, if we explore the source and scope of the 'agency' we see that there were clear limits to the discursive capacities of individuals, the economic resources available to them and the political and ideological stances that they could adopt. What we saw in the development and 'implementation' of the NCPE was a process that actively reinforced established discursive frames. It is questionable in these circumstances, the extent to which we can define individuals as having 'freedom' or being empowered in the process (see below). At least in some cases, the apparent 'rejection' of the NCPE, and the absence of comprehensive curriculum review, reflected the operation of particular economic, political and ideological frames in the development of the NCPE. Defined as "acquirers" (Bernstein,1990) rather than creators of the curriculum, PE teachers had to wait for the 'arrival' of a text which came with an administrative workload, an unrealistic timescale in which to respond and 'implement' policy and without adequate resourcing (particularly training and guidance) to support curriculum development (see chapters 6 & 7). Furthermore, accommodation rather than curriculum change was the response encouraged by the LEA (see chapter 5).

Frames and 'flow'

The discussion above has portrayed the policy process as a 'downward flow' (see chapter 2). This appeared the dominant dimension of the process investigated. However, there was an 'upward flow' in the development of the NCPE. Notably, pressures within schools, associated in particular with the timetable 'overload' created by the NC (see Graham with Tytler, 1993 and chapters 4 & 6 above) framed the terms of reference of the NCPE working group (see chapter 4). More specifically, existing PE curricula and perceptions of these were a critical initial point of reference in the design of the NCPE. The NCPE working group did not start with a blank sheet of paper (see chapter 4 and Evans & Penney with Davies, 1993). Present 'practice' overlay the development of the NCPE; its discourses were embedded in the policy process from the outset and as such, framed the process. Whilst acknowledging these influences we also need to return to the issues of how they then found expression in the policy process; who had what say in the process, what interests and discourses were expressed, privileged and omitted during the development and 'implementation' of the NCPE. At the heart of these questions is the issue of 'power' in the policy process. It is to this that I now turn my attention.

Power in the Policy Process

The above classification of frames enables analysis to explore the policy process at particular sites, but also as a whole. In pursuing what appear to be the key frame factors 'directing' or 'driving' the process (in terms of both policy content and the mechanisms for its production) and tracing their source, we gain an insight into the distribution of power in the process; specifically, the scope for different sites and individuals within them to define policy content and the mechanisms of its 'production'. In addition, the different frames draw attention to different dimensions of power. My discussion has illustrated that

...the power of one discourse to prevail over another does not depend solely on *discursive* power, but can draw upon institutional, positional and material forms of power also.

(Maw, 1993, p.58)

Discourse is clearly a key concept to consider in addressing the nature and distribution of power in the policy process. Certainly, discursive frames played an important part in the development of the NCPE. However, I also share Maw's view that there is a need for caution in talking of 'control' of discourse. In her view

A too ready acceptance of Foucault's proposition that we do not speak discourse, the discourse speaks us, masks the fact that actors employ discourses with varying degrees of naivety, reflectiveness and purpose, and change them in the process.

(ibid, 1993, p.57)

This was particularly highlighted by the NCPE working group. During the development of the NCPE they adopted the SoS's discourse, but with a specific purpose in mind. Essentially they attempted to embed an educational discourse (privileging the child as the focus of physical education and conceptualising PE as a process) within the government's discourse (see chapter 4). However, whilst the working group ensured that these principles were at least implicit in the text of the NCPE, as we saw, they could not then guarantee their expression in 'practice'. PE teachers also varied in the "reflectiveness and purpose" with which they employed, for example, the discourse of breadth and balance in the NCPE (see chapters 5, 6 & 7).

In each of the sites explored we have seen that the "discursive space" available in the texts of the NCPE (Ball, 1993b) "... it is not just a matter of what is said, but who is entitled to speak" (ibid, 1993b, p.108). In the

development and 'implementation' of the NCPE entitlement rested not only with discursive resources, but also the scope for individuals to express these. In this respect institutional frames (see above) were critical in determining who could speak, when and with what authority. Power was not only about discourse, but about one's position and status in the policy process. My research showed many inequalities in this respect and illustrated that "Consideration of power requires consideration of imperfect exchanges under imperfect market conditions" (Clegg, 1989, p.216). In chapter 4 we saw the limits to the ability of the NCPE WG to challenge the government's dominant restorationist discourses. In chapters 6 & 7 we saw that schools were similarly imperfect markets, in which neither teachers' voices nor PE were always privileged.

An important feature of this framework is its ability (by incorporating different types of frame) to acknowledge and address the factors that underlie and give rise to the dominance of particular discourses. In this respect I have attempted to address an important weakness in policy analyses; the dichotomy between 'state control' and 'policy cycle' models. Lingard (1993) explains

... the former tends to over emphasise the power of the state in policy implementation and fails to consider the impact of internal state structures on policy formulation, while the latter amplifies the power of schools and teachers to modify such policies and across time has neglected state structures.

(ibid, 1993, p.1)

Lingard, like Henry (1993), is critical of Ball's failure to address structural issues. Ball privileges a Foucauldian view of power, emphasising dispersal, rather than control and/or possession (Ball, 1990b). However, Smart (1983) draws attention to the fact that Foucault does not deny structure. Rather, he denies that power relations are derived from

institutions. Foucault's view is that policy analyses need to "...proceed from a micro-level" (Smart,1983,p.83). In the light of my research I question whether such an approach can further our understanding of power in the policy process. In this study I endeavoured to 'track' the "diffusion" and "descent" of the NCPE, but at the same time identify and explore the operation of "micro-powers" within the policy process (see Foucault, 1980 cited in Smart,1983). Perhaps naively, I have attempted to move towards a framework that accommodates the contrasting dimensions of power that I have observed and critically, addresses both dispersal and structure in the policy process. In my view power is dispersed, but there are important inequalities in its dispersal. If we acknowledge these inequalities, then we need to also explore their source. In the development and 'implementation' of the NCPE the positions and status of individuals were critical in determining their different discursive capacities. At all 'levels' of the policy process we saw that "...there is agency and there is constraint in relation to policy - this is not a sum-zero game" (Ball,1993a,p.13). In Ball's (1993a) view, policy analysis therefore "... requires not an understanding that is based on constraint or agency but on the changing relationships between constraint and agency" (ibid,1993a,pp.13-14). In my view structure is central to this relationship, framing many of the constraints that will arise in the policy process and the agency (see below) that different individuals will enjoy within it.

Ball also makes the point that "... such an analysis must achieve insight into both overall and localised outcomes of policy" (ibid,1993a,p.14). At both 'levels' my data has highlighted important changes occurring with respect to the nature of the policy process in education. Undoubtedly, there are structural issues at stake here. My analysis has drawn attention to the changing relationships both between and within policy sites. In chapters 6 and 7 we saw the changing

relations within schools 'post-LMS'. With respect to more 'overall' effects of the ERA, we gained an insight into how the ERA has changed, in particular, the role of the LEA in educational provision. In this respect central government appears to have altered significantly the balance of power within the education system and moved towards a change in its structure. The mechanisms (see chapter 2) of the policy process (themselves created by the ERA) are increasingly 'direct' between central government and schools. LEAs' 'control' of both resourcing and the curricular within schools has certainly been reduced (see chapter 5). However, my data has also highlighted the dangers in interpreting 'delegation' as representing 'empowerment' for schools. There are clearly limits to the 'power' that the ERA has given schools in either financial or curriculum matters. With respect to the former, we saw that headteachers' actions were framed by the economic constraints they inherited in the policy process. Equally, the NC (and that for individual subjects) set particular boundaries for the curriculum that they could offer in their schools. In many respects the 'freedom' schools have represents little more than "a touch on the tiller" (Morris, 1986). Certainly this investigation of the development and 'implementation' of the NCPE has shown that "state policy" was critical in establishing the "rules of the game" (Ball,1993a,p.14). 'Power', in this view, lies essentially with those who play an active role at this 'level'. The central feature of power lies in the "...fixing of the terrain for its own expression" (Clegg,1989,p.183).

Ball (1993a) has stressed that

Policies do not normally tell you what to do; they create circumstances in which the range of options available in deciding what to do are narrowed or changed. A response must still be put together, constructed in context, off-set against other expectations.

(ibid,1993a,p.12)

However, the question I draw attention to in the light of this study is the 'choice' available to teachers 'post-ERA', since they are acting in contexts created by the ERA and are forced to address the expectations arising from it. In another article, Ball (1993b) himself explains the very subtle 'control' inherent in the policy process post-ERA. With schools (and departments) forced to 'compete' in the educational market place, "resistance" "... threatens the survival of the institution [or department]. It sets the dissenters against the interests of colleagues rather than against policies" (ibid,1993b,p.111). Put more simply, "To lose the student numbers game for too long is to lose a job" (Apple,1986,p.165). In this view the ideological and political frames, and the discursive and institutional frames arising from them, are driving the policy process. Our capacity to challenge or 'resist' appears limited. Not only have the rules of the game changed, but the nature of the game has changed. What constitutes 'winning' in education has been subtly redefined, and those who define the game also have the ability to change the rules as they see fit*¹. Schools and the teachers within them appear to have no 'choice' but to play a new game in which they have no control of the rules.

Just as a focus on "slippage" (Bowe et al,1992) may obscure "discursive limitations" acting on and through the slippage (Ball,1993a), there is a danger of being overly deterministic in our analyses. Bernstein (1990) has stressed that "Control cannot control itself, any more than discourse can control discourse" (ibid,p.159). Clegg similarly stated "Rules can never provide for their own interpretation" (ibid,1989,p.201). In many instances my data has illustrated the ability for discourse to be embedded in discourse. As such it has highlighted the *potential* for change or 'resistance' in the policy process. The NCPE remains a text with this potential. Bernstein acknowledges that we are witnessing "... more direct control over schools by the

State" (ibid,p.202) that threatens to restrict teachers 'freedoms', but action, even if constrained, is not *determined* by policy (Ball,1993a). Unquestionably, there are "gaps" and "spaces for action" (ibid,1993a) in the text of the NCPE. In this research I saw the apparently limited ability but also limited desire for PE teachers to explore these. In the following chapter I comment on the implications of this response for the future of physical education. Here however, I point to the need, in the light of this discussion, to distinguish between 'action' and 'agency' in the policy process.

In the 'making' and 'implementation' of the NCPE 'action' was not always an expression of agency. Rather, 'action' invariably reflected the operation of constraint; the extent to which the process was framed. From this perspective 'agency' is conceptualised in terms of 'freedom' from frames, or more accurately, as a situation in which individual or 'personal' frames are those dominant in the process. Arguably, the concept of frame is in danger of denying agency and portraying individual interpretation of policy purely in terms of the operation of various constraints. Against this it is argued that it draws our attention to important inequalities in the policy process. In my view these inequalities need to be acknowledged and addressed if the potential for 'agency' is to be realised.

As I stressed in my introduction to this chapter, the framework presented is by no means a perfect model. Rather it is an initial attempt in the light of empirical study, to draw together concepts from a variety of sources and thereby explore and capture the complexities of policy process I continue to study*². I have no wish to create a 'new' discursive frame and my theorising of the process remains a matter for reflection and further development.

Endnotes

*¹ For example, see Wallace (1993) with respect to changes in the requirements relating to LEA LMS schemes.

*² The author is now a Research Associate in the Department of Physical Education, Sports Science and Recreation Management at Loughborough University, funded by the Leverhulme Trust to further explore the impact of the ERA on the provision of PE and sport in schools as LMS transitional arrangements are phased out (see chapter 5) and 'implementation' of the NCPE continues.

CHAPTER 9 : CONCLUSION

In the previous chapter I readdressed the theoretical framework that guided my research. In this final chapter I focus attention on methodological issues and the key empirical findings of my research. I point to the strengths and weaknesses of my research design and comment on the implications of my experiences for future policy research in education. In conclusion I reflect on the insights provided by this research in relation to the future of PE and sport in schools.

Methodological Issues

In chapter 3 I emphasised the developmental and flexible nature of my research design and the ongoing integration of the theoretical and methodological aspects of the research. I also stressed the holistic approach being adopted, encompassing multiple sites and multiple policies, and drew attention to the anticipated integration of qualitative and quantitative methods and data. In chapters 4, 5, 6 and 7 I have attempted to highlight how each of these characteristics contributed to my exploration and developing understanding of what, how and why in the context of PE, the 'effects' of the ERA were as I have described in this thesis. In chapter 3 I also drew attention to the reflexivity inherent in my qualitative and ethnographic approach. Throughout both my investigations and the writing of this thesis this has led me to identify important limitations of my research that now demand some (all too brief) attention.

As indicated above, there were great benefits in adopting a 'multi-site' approach. Certainly, this was critical to my understanding of the policy process 'as a whole' (see below). However, the vast scope of the research necessarily involved a 'cost' in terms of the time that could be devoted to the investigation of any one site. This was apparent both in my study of the LEA (see chapter 5) and in the case study schools (see chapter 7). With respect to the latter, spending

more time with PE departments would have enabled me to explore further the many factors influential in the expression of the NCPE in schools. I am particularly aware that in my investigations and in this thesis I have not pursued the role of pupils in shaping the provision of PE in schools and therefore, teachers' 'implementation' of the NCPE. Their role is certainly an important dimension of the policy process, but one that I felt this research could not encompass. Similarly, the part played by the media (particularly in the creation and reinforcement of discursive frames; see chapter 8), is an aspect of the process that the limitations of time and energy have not allowed me to address. However, as I emphasised in chapter 3, the boundaries of the process explored can always be extended. There are always limits to how 'holistic' our view is. Furthermore, this study also illustrated that irrespective of the number of sites addressed, there will be some issues that can only be explored theoretically. There are complexities inherent in the policy process that empirical study can not explicitly address. Specifically, the precise nature of the "relay" (Bernstein,1990) of policy, and thus the "dynamics" (Salter & Tapper,1981) of the policy process remain the focus for our *theoretical* analyses.

In some respects the pressures I faced in this research did not relate to the *number* of sites explored, but rather to the need in attempting to understand an evolving process, to study different sites '*simultaneously*'. Obviously, I could only be in one place at any one time. Particularly during the latter stages of the development of the statutory orders for the NCPE (see chapter 4), I faced many and conflicting demands on my time. I was attempting to study the roles of national organisations, the LEA and teachers in what data had indicated was a critical 'stage' (see chapter 2) of the policy process.

Another issue arising in considering the sites incorporated

in this research is the decision to confine the study to a single LEA. I acknowledge that (particularly in the light of the data presented in this thesis) exploration of the roles of *different* LEAs in the policy process is important and desirable. However, I maintain my view that it was beyond the realistic scope of this project to explore further LEAs. My research reaffirmed the complexity of the policy process and the need to acknowledge and address the various roles that individuals and organisations at *all* 'levels' play in determining the 'impact' of policies. Essentially, it pointed to the need for *depth* in policy analyses, in my view, over and above (geographical) *breadth*. My hope is that the level of detail inherent in my data will be such that others (outside of the case study LEA and schools) will recognise their own situations, together with their similarities and/or differences to those described, and therefore be able to reflect on their own role in the policy process. With respect to the selection of the case study LEA, I would highlight the benefits of local knowledge, which aided me greatly in this research, particularly in understanding questionnaire responses and discussions during my investigation of the LEA. However, I am also aware that in this choice I essentially denied what I now recognise to be important differences (particularly cultural) between England and Wales. I am guilty in this thesis of talking unproblematically of the "... uncomfortably hybrid entity, "England and Wales" (Daugherty, 1993, p.18, my emphasis). This is a shortcoming that I am currently pursuing*¹.

Finally, I am aware of a very different limitation of this thesis. In chapter 3, I explained that I attempted to privilege teachers voices in this research. I am aware that whilst I may have achieved this in my investigations, my writing of this thesis has not been tailored to their views. If my research is to "... enter the arena of public debate" (Finch, 1988, p.217), further writing for specific audiences is needed. I share Burgess' (1984) view that "...it is

essential for social scientists to communicate with a wide audience if their evidence is to be taken into account" (ibid,1984, p.216), and question whether this can be achieved in a thesis.

As well as drawing my attention to these limitations, reflexivity has led me to problematise specific ethical issues that I faced during my investigations.

'Open' or 'Closed' ?

Whether or not to be explicit about research aims and the issues to be pursued is invariably presented as a matter of deciding to adopt either an "open" or "closed" approach (Burgess,1984). However, in this study (and arguably all ethnographic research) the 'decision' was not this simple. I faced the difficulties Burgess (1984) has highlighted, of not knowing everything I wished to investigate, and of wanting to avoid influencing behaviour by being too explicit about my research interests. Arguably the very nature of ethnographic research (and specifically the commitment to flexibility in the focus of research) means that it is impossible to be explicit about one's research interests. Furthermore, although explaining this dilemma may appear the obvious 'solution' for a researcher wishing to be 'open', this approach has its own inherent problems. Not all individuals will welcome, accept or remain 'immune' to the principle that for the ethnographic researcher, everything in the research setting represents data; all contact and observations, formal and informal, intended or unintended constitute 'research' (Burgess,1984). In negotiating access to sites and during the course of my investigations I faced the dilemma of how explicit to be about my ethnographic approach. Certainly, it is difficult to achieve a balance between being open about one's research and avoiding disturbing the setting one is investigating. As explained in chapter 3, in some instances I chose not to carry a pen and paper. In such instances I also

chose (like Burgess, 1984) not to remind those involved that I was an 'active' researcher. I can only hypothesise as to whether or not the individuals I was studying were aware that for me these instances represented ongoing research, and what the effects would have been had I reminded them of my position. Whilst I consider my actions to be aimed at avoiding 'disrupting' or 'influencing' the research setting, I acknowledge that others may regard them as constituting disguise and/or deception.

'Influence' in the research setting

In chapter 3, I stressed my aim in my investigations to avoid either disrupting or 'influencing' the research setting. During my research I recognised that any physical presence is to some degree 'disruptive'. Like Van Maanen (1982) I regard "neutrality" in fieldwork as an "illusion";

Neutrality is itself a role to be enacted and the meaning such a role will carry for people within and without the research setting will, most assuredly, not be neutral.

(ibid, 1982, p.115)

Particularly during my attendance of meetings and conferences within the LEA (see chapter 5) I felt that being a strict 'observer' and refraining from any 'participation' drew attention to my identity as a researcher and as such was likely to be 'disruptive'. Furthermore, like others (see Gans, 1982) I faced pressures to participate. In both the LEA and schools I was asked my opinions regarding the issues I was investigating. In the light of my experiences I aimed to adopt a role that I term 'passive participation'. My desired 'location' on the participant-observation continuum (see chapter 3) was *towards* rather than *at* the observation end. However, like Burgess (1982) I would stress that this role varied and also developed during my research. Actively evaluating my role and its influence was an important in this

development (ibid,1982).

Although I tried to minimise my influence by the role I adopted, my investigation in one of the case study schools (62) highlighted that the act of questioning can itself have a marked influence on individuals and thus a research setting. Specifically it can prompt subjects to address issues and possibilities that they may not otherwise have contemplated. In this instance my questioning of grouping and staffing policies in PE led the head of PE to consider arrangements that he had not previously recognised as possible strategies in curriculum organisation (fieldnotes, 6/7/92).

The National Curriculum for Physical Education : No change in a new ERA ?

In this research the teachers charged with the 'implementation' of the NCPE highlighted that far from being a starting point for curriculum review and development, the NCPE was in many instances, an unwelcome and untimely burden. Having been largely excluded from its development and in the absence of adequate time and support to enable them to undertake comprehensive curriculum review, the response of many heads of PE was to endeavour to accommodate the NCPE within their existing PE curricula. For some it demanded the introduction of additional areas of activity, for others it signalled the production of new or revised documentation. 'Policy', in the form of written texts, may indeed have changed, but it was questionable what, if any impact this would have on 'practice' in PE (see chapters 6 & 7). In the contexts in which the NCPE 'arrived' many PE teachers appeared to lack both the inclination and ability to resurrect issues that it seemed had been progressively 'lost' in the policy process; of progression and balance in PE, and the need for curriculum planning to address the entitlement of *all* pupils.

At this stage of the 'implementation' of the NCPE we can only speculate as to the implications of both the emphasis of the NCPE as a text (with respect to the values and beliefs it privileges and subordinates) and the responses observed, in terms of the way in which the NCPE will build on existing differences between and within schools. These are issues we continue to address*¹. My data highlighted the continued existence of such differences and in particular the gender bias inherent in the PE curricula and PE teaching in some schools. My case studies leant support to Harris' (1993) view that "...sexism is structured into the history and development of physical education, it has become institutionalised and highly resistant to change" (ibid,p.31; see chapter 7). As Arnot (1992) has warned, the "teacher autonomy" inherent in the NC creates the potential for discriminatory behaviour to continue post-ERA.

Others may share my own feelings of disappointment that the above observations give rise to. However, I hope they will also share my belief that this research can also be a starting point for debate and development. The potential for 'creative' interpretation, adaption and contestation of the NCPE texts still exists. In Simon's (1988) view the package of policies incorporated in the ERA paved the way for unprecedented government control of the curriculum. In this thesis I have highlighted the extent of this 'control' but also its inherent limitations. PE teachers and in particular heads of PE departments remain key figures in the policy process. Undoubtedly, they are now acting in a context in which curriculum design is increasingly being driven by economic concerns. However, as I stressed in the preceding chapter, in any context there has to be interpretation and thus there is the scope for (at least some) adaption and resistance. Although the text of the NCPE (as all NC subjects) is itself set to change in the light of the Dearing Report (SCAA,1993) 'gaps' can be expected to be a feature of the 'new' text. Whether or not PE teachers will recognise the

potential to explore these 'gaps' and will be offered support to enable them to do so, remains to be seen. Once again we may well see that a change in 'policy' signals 'no change' in PE.

Endnote

*¹ The author's present research (see chapter 8) is continuing to address the impact of the ERA on the provision of PE and sport in schools. A specific focus within this is the exploration of policies within selected Welsh LEAs and the 'implementation' in Welsh schools of the NCPE.

APPENDIX A :

**Extract from Research Proposal submitted by Dr. John Evans
to the Sports Council, 1990.**

Synopsis of Research.

The study will examine the effects of ERA on the level and nature of provision of Sport and Physical Education in Primary and Secondary Schools in England. Particular attention will be paid to variations across schools, to the changing impact of the ERA over-time, and to its qualitative effects on the curricular, organisational, valuational and grouping contexts which constitute Sport and PE.

Aims.

The proposed research will evaluate the impact of Local School Management, 'financial delegation' and a National PE curriculum on the level, nature and quality of PE and Sport provision in state Primary and Secondary schools and also the capacity of PE teachers to respond to educational reform. The research will aim :

1. To assess the impact of Local School Management, financial delegation and a National Curriculum on the provision of sports and PE in the 5-16 curriculum.
2. To identify in what ways the provision of Sport and PE are being shaped (and/or perceived as being re-shaped) by the reforming of educational provision.
3. To contribute to understanding the capacity for innovation in the PE curriculum.
4. To contribute to understanding the curriculum and pedagogical strategies, adopted by teachers, which have positive impact upon students' attitudes towards PE and sport.

More specifically, the study will document the effect of ERA on

(a) the quality and level of resources (human, physical and financial) made available to sport and PE in the 5-16 curriculum.

(b) the curriculum organisation and content, teaching methods, systems of evaluation, grouping policies, and

(c) teacher and pupil attitudes within school sport and PE in the 5-16 curriculum.

Methods.

The study will be conducted over a three year period (from Autumn 1990 to Summer 1993) in order to embrace and evaluate both the implementation of the National Curriculum for PE (at '3 key stages'; see DES,1989) in Autumn 1992 and the contexts of resources, decision making and preparation which will greet its arrival. The study will employ both survey and case study techniques of investigation. It will be confined to one LEA in order to contain the cost of the study, and to facilitate both ease of access to selected case study schools and the detailed investigation of relationships between different levels of policy making and practice within the education system (see below). Two postal questionnaire surveys will be conducted (in 1991 and 1992) to register (a) levels of provision for sport and PE and (b) levels of preparation for the National Curriculum pre and post financial delegation and the National Curriculum. A sample of schools stratified by type, size and geographical location will be included in the study. A small number of case study secondary schools and their feeder primary schools will be selected for detailed qualitative investigation with reference to the data generated from the 1991 postal questionnaire.

The research will generate qualitative and quantitative data to make comparisons (vis-a-vis the provision of sport and PE, and preparation for the National Curriculum) of two kinds;

between the same schools at different times, before and after the implementation of 'financial delegation' (in 1991) and a National Curriculum in PE, and between different schools. Survey techniques will be used to register the variations in the ERA effect across schools and over time. Qualitative case study techniques will be employed to register in greater detail the ERA effects within schools and departments, on the work practices of teachers and the contexts in which they teach. The study will thus operate at a number of levels simultaneously. It will monitor within department effects of ERA; variations across schools, and variations in the same schools vis-a-vis provision of PE and sport, over time. As the study will be set within one LEA it will also evaluate the relationship between individual schools and LEA decision making and policy relating to the provision and development of Physical education and sport in schools.

Timetable.

October 1990 to July 1991

Design and administer first questionnaire. Analysis of data. Negotiate access to case study schools. Preliminary observations, interviews.

September 1991 to July 1992

Case studies in selected secondary schools and feeder primary schools. Initial analysis; writing up; administer second questionnaire. Analysis of data.

September 1992 to September 1993

Analysis, writing up and reporting

APPENDIX B :
INFORMATION RELATING TO THE STUDY OF THE 'PRODUCTION' OF THE
STATUTORY ORDERS FOR THE NCPE

Meetings attended relating to the 'production' of NCPE policy texts

11/3/91 Standing Conference on Physical Education in Teacher Education (SCOPE) Regional Meeting on the National Curriculum for Physical Education Interim Report (Region 3) (Bedford College of Higher Education)

20/3/91 British Association of Advisers and Lecturers in Physical Education (BAALPE) Area* Day Conference : Analysis and Response to the Interim Report of the National Curriculum Physical Education Working Group

21/3/91 LEA National Curriculum Response Day - Physical Education

21/2/92 National Curriculum Council (NCC) Physical Education in the National Curriculum : Teacher Education Conference (Loughborough University of Technology)

9/3/92 : NCC Physical Education in the National Curriculum : Conference for Local Education Authorities (Exeter)

29 & 30/6/92 : LEA INSET Course : Managing a PE Department - Preparation for the Implementation of the NCPE

* The BAALPE Area is not specified to maintain the anonymity of the LEA (see chapter 3).

Documentation gathered relating to the NCPE texts

Documentation submitted to the NCPE WG prior to the production of the Interim Report :

BCPE Interim Working Group - PE in the National Curriculum :
Report from the Interim Working Group to the BCPE

NDTA : A Rationale For Dance in the School Curriculum

Letter from David Pickup, Director General of the Sports Council to Jerry Bird, Secretary of the NCPE WG following an invitation to "submit written evidence" to the WG

Responses to the NCPE WG Interim Report :

BAALPE

BCPE

BISC

CCPR

NCF

PEA

SCOPE

(and LEA)

Responses to the NCPE WG Final Report :

BAALPE

BCPE

PEA

SCOPE

(and LEA, and one unattributable response)

The Terms of Reference for the NCPE Working Group

(from DES & WO, 1991a, pp. 69-70)

Background

1. The Education Reform Act 1988 provides for the establishment of a National Curriculum of core and other foundation subjects for pupils of compulsory school age in England and Wales. The Act empowers the Secretary of State to specify, as he considers appropriate for each foundation subject, including physical education, attainment targets and programmes of study. Taken together, these attainment targets and programmes of study will provide the basis for assessing a pupil's performance, in relation both to expected attainment and to the next steps needed for the pupil's development.

The Task

2. The Secretary of State intends that, because of the nature of the subject, the objectives (attainment targets) and the means of achieving them (programmes of study) should not be prescribed in as much detail for physical education as for the core and other foundation subjects. He considers that schools and teachers should have substantial scope here to develop their own schemes of work. It is the task of the Physical Education Working Group to advise on a statutory framework which is sufficiently broad and flexible to allow schools wide discretion in relations to the matters studied.

3. The Group should express an attainment target in terms of what is to be expected of pupils at the end of key stages. This expectation should take the form of a single statement of attainment in broad terms for each key stage which may comprise components covering different aspects of the subject. Each statement should represent what pupils of different abilities and maturities can be expected to achieve at the end of the key stage in question. These statements are intended then to form part of the statutory Order for the subject. The statutory assessment arrangements for physical education will

not include nationally prescribed tests (except in the case of GCSE examinations at the end of key stage 4).

4. In addition, the Group should make recommendations for non-statutory statements of attainment calibrated into ten levels. It is intended that these should form part of the guidance to teachers to help them to plan for continuity and progression and to identify both high attainers and those in need of extra help, including pupils with special educational needs. It will be necessary for these 10 levels to be defined in such a way that they can be used consistently with the statutory statements for the end of key stages.

Submission of Reports

5. The Working Group is asked to submit an interim report to the Secretaries of State by 31 December 1990 outlining and, as far as possible exemplifying:

i) the contribution which physical education (including dance) should make to the overall school curriculum and how that will inform the Group's thinking about attainment targets and programmes of study;

ii) its provisional thinking about the knowledge, skills and understanding which pupils should be expected to have attained and be able to demonstrate at key stages and the profile components into which attainment targets should be grouped; and

iii) its thinking about the programmes of study which would be consistent with the attainment targets provisionally identified.

6. By the end of June 1991 the Working Group is to submit a final report to the Secretaries of State setting out and justifying its final recommendations on attainment targets and programmes of study for Physical Education.

Approach

7. In carrying out its task the Group should consult

informally and selectively with relevant interests and have regard to the statutory Orders on mathematics, science, English and technology and to the reports of the other subject groups - history, geography, and modern foreign languages. The Group should in particular keep in close touch with the parallel art and music groups. Additionally the Group should take account of:

- i) the contributions which physical education, including active recreation, competitive sport and dance, can make to learning about other subjects and cross-curricular themes including, in particular, expressive arts subjects (including drama and music), health education and Personal and Social Education and which they in turn can make to learning in physical education; and
- ii) best practice and the results of any relevant research and development.

Extract from the PE Working Group Secretary's letter
accompanying the IR (J.F.Bird, 19/2/91)

.... Statutory consultations will be conducted on the Secretaries of State's formal proposals for PE following submission of the Working Group's final report, but the Group would welcome views on its ideas at this stage.

If you wish to submit views or comments, please ensure that they are sent to me at the address given on page 2 of the interim report, to arrive no later than 2 April 1991. It would greatly assist the Group if contributions of longer than two sides of A4 were accompanied by a summary. In addition, it would be helpful if references to particular end of key stage statements and suggested non-statutory statements of attainment were identified by their code, eg attainment target 2 / key stage 1; attainment target 3 / level 6a.

In chapter 5 of the report the Group explains how it proposes to organise its future work. The Group has now set up four sub-groups on :

- i. the assessment of physical education;
- ii. cross-curricular matters (covering health and safety education, special educational needs, sensory experience and aesthetic appreciation, and whole school responsibilities and their relationship with PE;
- iii. partnerships between schools and the local community; and
- iv. programmes of study;

to consider the range of issues identified in chapter 5. It would further assist the Group if those submitting comments were able to take account of the division of work between these sub-groups when responding to the report.

LEA paper :"PHYSICAL EDUCATION INTERIM REPORT : ISSUES"

('Handout' and 'over-head' at LEA "National Curriculum Response Day - PHYSICAL EDUCATION", 21/3/91) :

PHYSICAL EDUCATION INTERIM REPORT : ISSUESWORKING GROUPKENNETH CLARKE

3 ATTAINMENT TARGETS	---- Not convinced, one ?
STATUTORY end of key stage statements	
NON-STATUTORY levels of attainment = Disappointed	---- No reason to change
Assessment implications	Not happy with end of key stage statements
Guidance on Curriculum time important	---- NO POWER TO SPECIFY TIME
KS4 debate	---- Yes with "a particularly flexible definition"
Specialist Language ?	---- Needs attention
Overall - items eg. AT's	particularly for non-specialists
PROGRAMMES OF STUDY and AT exemplars limited	---- Focus on the active
MATRIX 6 areas KS1-3	4 out of 6 need convincing
3 areas KS 4	- Out ed. residential?
Cross-curricular elements	- Out ed. compulsory?
	- Dance compulsory?
Detailed recommendations eg. Swimming KS2	---- Not part of the groups remit to make recommendations on resources

The End of Key Stage Statements for the NCPE as detailed in the Working Group's final report (DES & WO, 1991b, p.19)

Key Stage 1

By the end of key stage 1 pupils should be able to show that they can :

- * plan and perform safely a range of single and linked movements in response to given tasks and stimuli;
- * practise and improve their performance; and
- * describe what they and others are doing and recognise the effects of physical activity on their bodies.

Key Stage 2

By the end of key stage 2 pupils should be able to show that they can

- * swim at least 25 metres and demonstrate an understanding of water safety;
- * respond safely, alone and with others, to challenging tasks, taking account of levels of skill and understanding;
- * be able to sustain energetic activity over periods of time and understand the effects on the body;
- * practise, improve and remember more complex sequences of movements;
- * perform effectively in activities requiring rapid decision making; and
- * evaluate how well they and others perform against criteria suggested by the teacher, and suggest ways of improving performance.

Key Stage 3

By the end of key stage 3 pupils should be able to show that they can :

- * devise and improvise strategies and tactics across appropriate activities within the programmes of study;
- * adapt and refine existing skills across the activities in the programmes of study;
- * rehearse and present movement compositions devised by

themselves and others across appropriate activities in the programmes of study;

- * evaluate how well they and others have achieved what they set out to do, appreciate strengths and weaknesses and suggest ways of improving; and
- * understand the short and long term effects of exercise on the body and decide where to focus their involvement in physical activity for a healthy and enjoyable lifestyle.

Key Stage 4

By the end of key stage 4 pupils should be able to show that they can:

- * increase competence and performance in their selected activities;
- * prepare and carry out personal programmes for a healthy and enjoyable lifestyle, considering the use of community resources where appropriate;
- * develop and apply their own criteria for judging performance; and
- * understand and undertake different roles in their selected activities.

Extract from NCC PHYSICAL EDUCATION RESPONSE FORM

(for responses to the proposals for the attainment target and programmes of study for PE as set out in "Physical Education for ages 5 to 16" (DES & WO,1991b))

A. USING THIS BOOKLET

This response booklet is divided into four sections. **Sections A-C refer to statutory requirements.** Section D refers to non-statutory aspects of the Working Group's report. Each section has an identifying letter:

Section	A	Attainment targets
	B	End of key stage statements
	C	Programmes of Study
	D	Non-statutory matters

Within each section there are a number of points which you may wish to consider, eg in section A on the attainment target they are coded A1, A2. You need not comment on every point, but:

1. If you comment on any of the listed points, please label the first line of your comment by writing the corresponding code in the margin.

...PLEASE GIVE PRIORITY TO SECTIONS A - C (the attainment target, end of key stage statements and programmes of study)...

SECTION A : THE ATTAINMENT TARGET

... YOU MAY WISH TO COMMENT ON

A1 Whether you agree with the basic structure of statutory attainment target(s) with statutory end of key stage statements and non-statutory levels of attainment....

A2 i) Whether you agree with the proposal that there should be one attainment target....

ii) If not, how should this be altered ?

A3 Whether you agree that the proposals for the attainment target provide an appropriate balance of knowledge, understanding and skills.

A4 Whether you agree that the parts of the attainment target concerning swimming at key stages 1 and 2 can be introduced on the same timescale as the rest of the Order for key stages 1 and 2.

A5 OTHER POINTS.

SECTION B: END OF KEY STAGE STATEMENTS (KEY STAGES 1-4)

.... YOU MAY WISH TO COMMENT ON:

B1 i) Whether the end of key stage statements are sufficiently clear and distinct to provide a basis for assessment.

ii) If not, how should they be altered ?

B2 i) Whether the end of key stage statements are pitched so as to be realistic across the whole ability range.

ii) Whether the end of key stage statements are pitched so as to be challenging across the whole ability range.

B3 Whether the end of key stage statements demonstrate clear lines of progression from key stage to key stage within the attainment target.

B4 i) Whether the end of key stage statements emphasise strongly enough that physical activity should form the basis of pupils' attainment.

ii) If not, how should they be altered ?

B5 OTHER POINTS.

SECTION C: PROGRAMMES OF STUDY (KEY STAGES 1-4)

.... YOU MAY WISH TO COMMENT ON:

- C1 i) Whether you agree that the proposals ensure an appropriate balance of knowledge and practical skills.
ii) Whether there is any omission of items which ought to be included in the physical education curriculum.
- C2 i) Whether you consider that the programmes of study are suitable for pupils with special educational needs.
ii) If not, how should they be altered ?
- C3 i) Whether you think that making six areas of activity compulsory at key stages 1 and 2 allows pupils sufficient flexibility in relation to their own talents and interests ?
ii) If not, how should this be altered ?
- C4 i) Whether you think that making five areas of activity compulsory at key stage 3 allows pupils sufficient flexibility in relation to their own talents and interests.
ii) If not, how should this be altered ?
- C5 i) Whether any of the material from Appendix D should be included in the Order.
ii) If yes, what should be included ?
- C6 Whether you agree with the proposals for swimming at key stages 1 and 2.
- C7 Whether the programmes of study are pitched so as to be realistic across the whole ability range.
- C8 Whether the programmes of study are pitched so as to be challenging across the whole ability range.
- C9 Whether the proposals are manageable for teachers of key stages 1 and 2.
- C10 i) Whether the programmes of study provide an adequate basis for developing a scheme of work.

ii) If not, how should they be altered ?

C11 Whether the programmes of study allow teachers sufficient scope to exercise their professional judgement in choosing their teaching methods.

C12 OTHER POINTS.

SECTION D: NON-STATUTORY MATTERS

The Working Group addressed a number of non-statutory matters and this section asks for your comments on them. Please note relevant chapter and paragraph references and indicate if your comments apply to a particular key stage....

SUMMARY QUESTIONS ON THE SECRETARIES OF STATE'S PROPOSALS FOR PHYSICAL EDUCATION

1. To what extent do you agree with the basis structure of statutory attainment target(s) with statutory end of key stage statements and non-statutory levels of attainment ?

Strongly
agree

1 2 3 4 5

Strongly
Disagree

6 (circle one number only)

2. To what extent do you agree with the proposal to include one attainment target in the Order to establish the National Curriculum for physical education ?

Strongly
agree

1 2 3 4 5

Strongly
Disagree

6 (circle one number only)

3. To what extent do you agree that five activities should be made compulsory at key stage 3 ?

Strongly
agree

Strongly
Disagree

1 2 3 4 5 6 (circle one number only)

....

**ALL RESPONSES MUST REACH THE NCC BY
FRIDAY 1 NOVEMBER 1991**

Form for responses to the Draft Statutory Order for Physical Education

PHYSICAL EDUCATION ATTAINMENT TARGET & PROGRAMMES OF STUDY
GENERAL COMMENTS

End of KS Statements	Comments
POS	Comments
	KS=Key Stage POS=Programmes of Study

PHYSICAL EDUCATION ATTAINMENT TARGET & PROGRAMMES OF STUDY
FOR KEY STAGES 1 & 2*

End of KS Statements	Drafting Comments
POS	Drafting Comments
	KS=Key Stage POS=Programmes of Study

* Table replicated for key stages 3 & 4

Stated aims at NCC Physical Education Conferences

(papers circulated to delegates)

HE CONFERENCE**RATIONALE:**

The aim of the conference will be to:

- * present Council's rationale for its recommendations for physical education for key stages 1 to 4;
- * disseminate the Order for physical education and raise key issues which arise from the Order;
- * set the key issues in the context of implementation and indicate the implications of the requirements for training institutions and schools;
- * provide opportunities for small groups to discuss key matters related to specific National Curriculum issues;
- * engage in a dialogue with delegates in order to inform NCC of the implications of implementing the National Curriculum for physical education;
- * allow delegates to make statements and ask questions to a panel of group leaders;
- * produce a conference report.

LEA CONFERENCES

An identical list of stated aims was circulated at these conferences, with the exception that "...for schools" replaced "...for training institutions and schools" in the third aim above.

APPENDIX C : INFORMATION RELATING TO THE STUDY OF THE LEA

Agenda of issues to pursue within the LEA

The LEA : ISSUES TO EXPLORE

Key Areas :

FINANCE; FACILITIES and PROGRAMMING; STAFFING; TIME

- POLICIES ? - GUIDELINES ? - INITIATIVES and ACTION ? -

1. Finance :

- LMS policy details

- special provision for PE/sport within this policy
- "importance" of PE/sport in producing this policy
- actual/likely implications of this policy for provision of PE and sport in schools

- Key decision-makers in producing the policy

- NC - LEA "interpretation" and perceived financial implications

Specific issues :

- (i) School use of off-site facilities - policies/guidelines/subsidisation ? charging etc - travel, swimming, outdoor ed. ? - in/ex-curr.
- (ii) School use of on-site facilities - policies/guidelines - in/ex-curr. use - charging etc resourcing - provision and maintenance (facilities, equipment)
- (iii) Community Use - policies/guidelines/initiatives - development, pilot projects pricing, programming (what, when, for whom?), staffing
- (iv) Staffing - policies/guidelines to schools re appointments for PE/sport under LMS and in the light of the NC, employment of "others" Advisory/Inspection service, INSET provision
- (v) - in relation to (i), (ii), (iii) and (iv) - Role/Involvement of "others" - "partnerships" - policies,

guidelines, attitudes, initiatives.

2. Facilities :

- (i) Off-site -
provision under LMS ? - travel, subsidisation - in/ex-curr.
possible implications of NC PE - policies/attitudes ?
- (ii) On-site -
provision and maintenance under LMS - facilities/equipment,
in/ex-curr. usage and access,
possible implications of NC PE - policies/attitudes ?
Community Use - policies, guidelines, initiatives -
programming, usage, maintenance
- (iii) - in relation to (i) and (ii) - role/involvement of
"others" - "partnerships" - policies, guidelines, attitudes,
initiatives

3. Staffing :

- (i) Policies/guidelines in the light of LMS - appointment of
PE teachers, contracts, hours, roles - ex-curr. PE, Community
Use -(management, marketing, teaching/coaching/supervising,
monitoring and evaluating)
- (ii) Advisory/Inspection support service - INSET provision -
management, coaching, marketing etc - PE teachers /
headteachers / governors / "others"
- (iii) Role of "others" - in/ex-curr PE/Community Use/Advisory
support and INSET - "partnerships" - policies, guidelines,
attitudes, initiatives
- (iv) Possible implications of NC PE - policies, attitudes-
initiatives in relation to (i), (ii) and (iii)

4. Time :

- (i) Implications of NC and possible implications of NC PE -
policies, guidelines, attitudes, initiatives - in/ex-curr PE

(ii) Role of "others" and "partnerships" - in/ex-curr PE -
policies, attitudes, initiatives

(February 1991)

Meetings attended relating to the investigation of the LEA

(see also Appendix B)

7/11/90 Meeting with County General Inspector for PE

15/11/90 Meeting with County General Inspector for PE

4/12/90 Meeting of PE Inspectors and Education Policy Officer (Schools)

6/12/90 County General Inspector for PE's presentation to MA(Ed.) students

11/1/91 Meeting with LEA PE Inspectors

6/2/91 County Recreation Department / Regional Sports Council Conference : Community Recreation and Local Management of Schools

12/3/91 Meeting held re. LEA/Regional Sports Council scheme

16/4/91 Meeting with Assistant County Recreation Officer and Regional Sports Council/County Recreation Department Project Officer

8/5/91 Divisional Meeting re LEA/Regional Sports Council scheme

10/10/91 Meeting with PE Inspectors

12/11/91 Meeting re LEA/Regional Sports Council scheme

8/12/91 Meeting of PE Inspectors and university PE department

29 & 30/6/92 LEA INSET course : Managing a PE Department - Preparation for Implementation of the NCPE

References : LEA documentation and correspondence

CEO 14/3/89 : Letter CEO to Headteachers re. Charges for School Activities.

CEO 23/5/90 : Letter CEO to Headteachers re. 9 Year Old Swimming Programme : Advice on the Implications of funding the programme under LMS.

CGIPE 6/6/90 : Letter CGIPE to divisional Headteachers re. County "Learn to Swim" and 9+ swimming programme.

CGIPE 15/8/90 : Letter CGIPE to Headteachers re. County Learn to Swim Programmes 1990/91.

CGIPE 5/11/91 : Report of the County Education Officer to the Operations Sub-Committee of Policy and Resources Committee : External Use of Swimming Facilities by Schools.

EPO(S) 8/8/90 : Letter EPO(S) to Headteachers re. Community Use of Schools / Community Contracts.

EPO(S) 25/10/90 : Letter EPO(S) to Chairmen of Governors and Headteachers/Principals re. Use of School / Sixth Form College Premises by the Community, Adult and Continuing Education Service and Youth Service.

EPO(S) 1990 : Draft document : Developing Service Plans for Community Use and monitoring and inspection of the delivery of these service plans.

LEA County Surveyor 29/6/90 : Letter County Surveyor to Headteachers re. Curriculum Transport under LMS.

LEA 1990a : Divisional leaflet re. divisional LEA structure

LEA 1990b : LEA structure and personnel (internal papers)

LEA 1990c : Local Management of Schools [LEA name]'s Scheme Briefing Information for Heads and Governors

LEA 1990d : Local Management of Schools : The [LEA name] Scheme. A Summary Guide.

LEA 1990e : LEA Guidance on budget allocations 1990/91 LEA

LEA 1990f : LEA Governor Support Programme Unit 4

LEA 1991a : The response from [LEA name] Teachers to the National Curriculum Physical education Working Group Interim Report.

LEA 1991b : response from teachers and inspectors in [LEA name] to the Secretary of State's proposals for Physical Education 5-16 in the DES/Welsh Office NCC Consultation document-August 1991.

unattributable 2/4/90 : Letter from a headteacher to CEO for the attention of the Capital Projects Manager.

APPENDIX D : INFORMATION RELATING TO QUESTIONNAIRE DESIGN

Questionnaire Design

Pre-Pilot Phase

Formulation of the questionnaire was a developmental process involving the production of numerous drafts. Each was a focus for reflection and I discussed the content and format of many drafts with John Evans. A particular concern in the design was the need to minimise the questions asked to encourage a response. The research was occurring at a time when teachers, and headteachers in particular, faced considerable administrative workloads associated with both LMS and the NC. I was therefore anxious to minimise the extent to which the questionnaire would be regarded as a further and unwelcome administrative burden. Successive drafts reflected a progressive narrowing of the questions incorporated and level of detail of data demanded. What I term a "pre-pilot" version of the questionnaire therefore emerged from many previous drafts. Before embarking on a formal pilot study I met with a headteacher and two heads of PE departments to get an initial reaction to the questionnaire, in relation to content, length, and format, and to highlight any problems with specific questions. These individuals were selected because of ease of access and the meetings were guided by a rough agenda :

PRE-PILOT STUDY DISCUSSIONS - AGENDA :

Introduction

- outline of the research project
- plans with respect to questionnaire survey, administration and format of questionnaire
- > comments re. this and specifically length / detail of questionnaire ?

The teachers were then asked to go through the questionnaire as if they were going to answer it, and voice any difficulties that arose at any point.

Having done this, the following questions were put to them :

- does the questionnaire address the right issues ?
- are there further issues that need to be addressed and are any of the areas covered somewhat irrelevant?

At this stage (and prompted by the publication of the NCPE Interim Report particularly) I had identified some issues (or potential issues) which I had omitted from the draft or only touched on briefly. The discussions therefore provided an opportunity to clarify their importance and assess the need for their inclusion in the questionnaire. These were :

- residential courses - provision ? funding ?
- assessment - present format ?
- staffing - changes in workload / nature of job ?
(meetings/administration)
- facilities - equipment maintenance & repair ? - playing field maintenance ?
- funding - external sources ? internal fundraising ?
- charging / voluntary contributions ?

These meetings usefully drew attention to the following issues:

- (i) As schools received numerous questionnaires, the importance of the questionnaire coming with "authority", if possible with the use of the LEA 'logo' was stressed with respect to improving my response rate. A follow-up was also regarded as crucial to encourage a response.
- (ii) Whilst they felt that the questionnaire addressed 'all the right issues', the heads of PE expressed their concerns about the length of the questionnaire and time involved in completion. Incorporating a greater proportion of closed questions was suggested.
- (iii) Discussions confirmed the relevance of the 'additional issues' I had identified, pointing to the need to address them in the questionnaire.
- (iv) The categories adopted in the NCPE for the areas of activity and permeating themes in PE (see chapter 4) were identified as potentially problematic for some schools, but it was acknowledged that no categorisation would suit all programmes. Specifically, the heads of PE explained that HRE or HRF was a discrete component of many PE programmes (in

addition to or instead of being a permeating theme as portrayed in the NCPE texts).

The LEA PE Inspectors and the 'Recreation in Schools and Colleges' Project Officer jointly funded by the County Recreation Department and the regional Sports Council (see chapter 5), were also invited to comment on the questionnaire. Additionally I sought advice on questionnaire format and administration procedures from a lecturer in social statistics at the University of Southampton. No written response was received from any of the LEA PE inspectors. As I was anxious to receive feedback and to ensure that the inspectors did have the chance of providing input in the formulation of the questionnaire, I telephoned them for a response. All of the inspectors regarded the questionnaire as extremely comprehensive. Their only concern, which I shared, was whether PE teachers would have the time and/or inclination to complete the questionnaire. The County Recreation Department/regional Sports Council officer similarly described the questionnaire as "really very comprehensive", but at the same time also shared the concern about the number of questions in part 2 (directed to the head of PE) and the detail of the information required. He also drew attention to the possible need for two copies of the questionnaire to be sent to each department, for individual heads of girls' and boys' PE. As the PE inspectors indicated that invariably there was a single head of PE, I sent only one copy of the questionnaire to each school, but explained in my accompanying letter that a second copy could be provided if necessary. This officer also advised me about the selection of a LEA for my pilot study, stressing the need for an authority with a similar education structure and policies to the case study LEA. He identified community use as a particular area in which authorities varied considerably in their policies and provision, such that questions relating to this issue would not be applicable in all authorities.

Pilot Study

Following modifications made in the light of these pre-pilot discussions, a pilot study was carried out in a neighbouring LEA with a similar education structure and policies to the case study authority. The study incorporated ten secondary schools. A telephone follow-up was used in the pilot study, but it was recognised that a postal follow-up would be more appropriate for the main survey. Specifically, the telephone follow-up was invariably reliant on a school secretary passing on a message.

Notably, despite its greater length and the level of detail of the information requested, the return rate for part 2 (to heads of PE) was higher than that for part 1 (to headteachers). 5 replies (2 unanswered) were received for Part 1, and 8 (1 incomplete) for Part 2. Responses drew attention to a number of issues relating to the questionnaire content and format :

(i) The practice of HRE/HRF being a distinct component of PE curricular (see above) was confirmed, pointing to the need to incorporate it as such in questions addressing in-curricular PE.

(ii) It was apparent that PE programmes as a whole could not be categorised as involving either mixed or single provision; rather this varied between different activities within a school's programme.

(iii) To clarify the information being provided, it would be necessary to have separate questions addressing on- and off-site facilities.

(iv) The relationship of GCSE PE provision to that addressed in the questionnaire needed clarification.

Following the pilot study I also met with a research methods lecturer to discuss the returns and questionnaire design in

relation to data analysis. The main point arising from this meeting related to question ordering and specifically that in instances in which open and closed questions were related, the open question should precede the closed to reduce bias in the response. I therefore adopted this question format in the questionnaire. I also discussed the apparent lack of response from headteachers to questions specifically addressing the impact of the ERA. This lecturer suggested that I may therefore wish to change these questions to a closed format. The need to simplify some questions was also identified. For example, with respect to extra-curricular provision, heads of PE had been asked what activities they provided (by area of activity), when (lunchtime/after school) and for whom (girls &/or boys, and age of pupils involved). To reduce the demands of the question, it was decided not to ask when these activities were provided. Unfortunately, the limitations of time prevented a re-pilot of the modified questionnaire.

Administration of the Questionnaire

Arrangements for administration of the questionnaire were formally agreed with the case study LEA and the authority's support for the research was stressed in the accompanying letters. The accompanying letter was also signed by the County General Inspector for PE and the LEA's logo was used on the letters and questionnaire. It was hoped that this, together with rigorous follow-up procedures would result in a high response rate. Specifically, a two stage follow-up was used. Initially a letter was sent to non-respondents reminding them of the survey. In the second follow-up a second copy of the questionnaire was sent with a further letter. Copies of the questionnaire, accompanying letters, and follow-up letters appear below (To maintain the anonymity of the LEA these are not reproduced here in their exact printed form and some minor alterations have been made to the lay-out of the questionnaire to accommodate the reproduction requirements for this thesis).

Accompanying letter to headteachers :

13 May 1991

Dear Headteacher

SPORTS COUNCIL / UNIVERSITY OF SOUTHAMPTON RESEARCH PROJECT :
The Impact of the Education Reform Act on the Provision of PE
and Sport in the 5 - 16 Curriculum of State Schools.

The effects of the Education Reform Act (ERA) for both the teaching profession and the children in our schools remain a matter of debate and a cause of some concern. Monitoring and reporting the impact of the ERA on schools is vital if we are to gain a clearer understanding of these effects and inform the ongoing policy debates addressing future provision in education.

The above research project, funded by the Sports Council and directed by Dr. John Evans at the University of Southampton, addresses one specific area of education; the provision of physical education and sport. **Central to the research is the recognition of the need to understand the perspectives of both School Senior Management Teams and PE Departments in developing sound policies and strategies for the future provision of PE and sport in schools.**

The County Education Officer has given full support to this initiative and [LEA name]'s General Inspectors for Physical Education are actively involved in the study on his behalf. As a headteacher you can provide invaluable information on the effects of the ERA and clearly, **your support is vital if the research project is to achieve its aims.** It is hoped you will therefore participate in the study by completing the enclosed questionnaire. Your time will be greatly appreciated.

Instructions for completion appear on the questionnaire and a S.A.E. is enclosed for your reply. Please pass on the second envelope to your **Head of Physical Education**. Confidentiality of the information you provide is guaranteed and coding of the questionnaire is for analysis and follow-up purposes only. Please return your questionnaire by **7th JUNE** and indicate on the final sheet if you would like a summary of the research findings when available. Thank you in anticipation of your support.

Yours sincerely,

Dawn Penney BA(Hons.)
Research Scholar

[name]
County General Inspector for PE

6. How many periods are allocated to PE in YEAR 11 (age 16) ?

_ _ periods per week

7. In 1991/92 this allocation will : increase ()

decrease ()

stay the same ()

do not know ()

IF IT IS GOING TO CHANGE, please explain why:

8. I would describe the school's current level

of STAFFING for PE as : inadequate ()

adequate ()

more than adequate ()

IF INADEQUATE please explain why and indicate how staffing of PE could be improved :

9. In 1991/92 the level of staffing for PE will:

increase ()

decrease ()

stay the same ()

do not know ()

IF IT IS GOING TO CHANGE, please explain why:

10. I would describe the ON-SITE FACILITIES for PE as :

inadequate ()

adequate ()

more than adequate ()

Please briefly explain your answer above, commenting on,

for example, the range, quality and accessibility of

ON-SITE facilities : _____

11. In 1991/92 the level of use of ON-SITE facilities will:

increase ()

decrease ()

stay the same ()

do not know ()

Please explain any forthcoming changes in use :

12. Does your school use OFF-SITE FACILITIES for PE ?

YES ()

NO ()

IF YES, in 1991/92 use of these facilities will:

increase ()

decrease ()

stay the same ()

do not know ()

IF USE IS GOING TO CHANGE, please explain why:

13. Please complete the table below to show BUDGET ALLOCATIONS in 1989/90, 1990/91 and 1991/92

(If not known, please state "not known") :

ITEM	1989/90 (£)	1990/91 (£)	1991/92 (£)
TOTAL SCHOOL BUDGET			
Subject Allowance : PHYSICAL EDUCATION			
GEOGRAPHY			
MATHEMATICS			

Please briefly explain the reasons for budget changes detailed above, particularly the budget share allocated

to PE : _____

14. Please complete the table below to show the number of teaching staff and pupils on your school roll in 1989/90, 1990/91 and 1991/2 (If not known, please state "not known")

YEAR	1989/90	1990/91	1991/92
No. FULL-TIME Teaching Staff			
No. PART-TIME Teaching Staff			
No. PUPILS :			

15. Who represents the interests of the PE department on

(a) the School Governing Body ?

yourself ()
 staff representative () please specify _____
 other () please specify _____

(b) the School Senior Management Team ?

yourself ()
 Head of PE department ()
 Head of Faculty () please specify _____
 Other () please specify _____

16. What CRITERIA do you use in assessing the success of the PE department ? _____

17. For each of the following please tick **ONE** box as applicable to indicate the impact the impact of the policies incorporated in the Education Reform Act on the provision of PE and sport in your school :

- | | | | |
|---|-------|--------|-----|
| (a) LMS : | NO | Impact | () |
| | SOME | Impact | () |
| | GREAT | Impact | () |
| (b) OPEN ENROLMENT : | NO | Impact | () |
| | SOME | Impact | () |
| | GREAT | Impact | () |
| (c) THE NATIONAL CURRICULUM : | NO | Impact | () |
| | SOME | Impact | () |
| | GREAT | Impact | () |
| (d) THE NATIONAL CURRICULUM
for PHYSICAL EDUCATION : | NO | Impact | () |
| | SOME | Impact | () |
| | GREAT | Impact | () |

Please explain the nature of the impact, if any, you have identified above and specify which policy(ies) you are referring to :

18. Does your school have a programme of **COMMUNITY/DUAL USE** of sport/recreation facilities ?

- | | |
|-----|-----|
| YES | () |
| NO | () |

IF NO please go on to QUESTION 22 below. IF YES :

Accompanying Letter to Heads of Physical Education :

13 May 1991

Dear Head of Physical Education,

SPORTS COUNCIL / UNIVERSITY OF SOUTHAMPTON RESEARCH PROJECT :
The Impact of the Education Reform Act on the Provision of PE
and Sport in the 5 - 16 Curriculum of State Schools.

The effects of the Education Reform Act (ERA) for both the teaching profession and the children in our schools remain a matter of debate and a cause of some concern, particularly in the field of Physical Education. Monitoring and reporting the impact of the ERA on schools is vital if we are to gain a clearer understanding of these effects and inform the ongoing policy debates addressing future provision in education.

It is hoped that the above research project, funded by the Sports Council and directed by Dr. John Evans at the University of Southampton, will play a key role in the development of sound policies and strategies for the future provision of PE and sport in schools. The **County Education Officer** has given full support to this initiative and [LEA name]'s General Inspectors for Physical Education are actively involved in the project on his behalf. **As head of a PE department you can provide invaluable information about the effects of the ERA on the provision of PE and sport and in doing so help to ensure that the voice of the teaching profession is heard in educational planning.** Clearly your support is crucial if the research project is to achieve its aims and it is hoped you will participate in the study by completing the enclosed questionnaire. Your time will be greatly appreciated.

Instructions for completion appear on the questionnaire and a S.A.E. is enclosed for your reply. If you are unable to provide information about both girls' and boys' PE, please pass on the second copy of the questionnaire to the appropriate colleague. Confidentiality of the information you provide is guaranteed and coding of the questionnaire is for analysis and follow-up purposes only. Please return your questionnaire by **7th JUNE** and indicate on the final sheet if you would like a summary of the research findings when available. Thank you in anticipation of your support.

Yours sincerely,

Dawn Penney BA(Hons.) [name]
Research Scholar County General Inspector for PE

Questionnaire : Part 2 :

SPORTS COUNCIL/UNIVERSITY OF SOUTHAMPTON RESEARCH PROJECT :
The Impact of the Education Reform Act on the Provision of PE
and Sport in the 5-16 curriculum of State Schools.

PART 2 : To be completed by the HEAD OF PHYSICAL EDUCATION

The following questionnaire asks you about the provision of PE and sport in your school in 1989/90, 1990/91 and your predicted provision for 1991/92. It is appreciated that you may not be able to provide complete information for each year, but please answer all questions as fully as possible. To correspond with the format of the National Curriculum, the questionnaire is concerned with provision in the final year of Key Stages 3 and 4 : **YEAR 9** (Age 14) and **YEAR 11** (Age 16).

Please complete the questionnaire and return it in the envelope provided by 7th JUNE. Your time and cooperation in this study is greatly appreciated.

Dawn Penney
Research Scholar

more than adequate ()

6. How many periods are there in your school week ?

-- periods

7. How long is each period ?

-- mins.

8. Please complete the table below to show the number of periods per week allocated to PE in the three academic years for pupils in Years 9 and 11. (If not known, please state "not known"):

PERIODS PER WEEK ALLOCATED TO PHYSICAL EDUCATION	YEAR 9 (Age 14)	YEAR 11 (Age 16)
1989/90 :		
1990/91 :		
1991/92 :		

IF the number of periods allocated to PE has changed,

please explain why : _____

9. Please complete the following tables to show the content of your 1990/91 IN-CURRICULAR PE programme for pupils in Year 9 (age 14) and year 11 (age 16).

Please state the NUMBER OF WEEKS IN THE YEAR allocated to each area. If an area is not included in your programme, tick "N/A" (Not Applicable). Tick "MIXED" as applicable to indicate those areas, if any, you run as mixed PE classes.

1990/91 IN-CURRICULAR PE PROGRAMME : WEEKS ALLOCATED :

AREA :	N/A ()	MIX -ED ()	YR 9 GIRLS	YR 9 BOYS
DANCE :				
GYMNASTIC ACTIVITIES :				
GAMES ACTIVITIES : (In & Outdoor)				
ATHLETIC ACTIVITIES :				
SWIMMING :				
OUTDOOR EDUCATION ACTIVITIES				
HEALTH & SAFETY EDUCATION / H.R.F. :				

AREA :	N/A ()	MIX -ED ()	<u>YR 11</u> GIRLS	<u>YR 11</u> BOYS
DANCE :				
GYMNASTIC ACTIVITIES :				
GAMES ACTIVITIES : (In & Outdoor)				
ATHLETIC ACTIVITIES :				
SWIMMING :				
OUTDOOR EDUCATION ACTIVITIES				
HEALTH & SAFETY EDUCATION / H.R.F. :				

10. In your IN-CURRICULAR PE programme is

(a) Health and Safety Education a cross-curricular theme ?

YES ()

NO ()

(b) Personal & Social Education a cross-curricular theme ?

YES ()

NO ()

11. Is the In-Curricular programme you have outlined different to the 1989/90 programme ?

YES ()

NO ()

DO NOT KNOW ()

IF YES briefly explain how the programme has changed and the reasons for this :

12. Will the programme change in 1991/92 ?

YES ()

NO ()

DO NOT KNOW ()

IF YES briefly explain how it is going to change and the reasons for this :

13. Briefly describe the forms of pupil **assessment** you have in PE : (If none, please state "none").

(a) YEAR 9 (Age 14) assessment :

(b) YEAR 11 (Age 16) assessment :

SECTION B :

These questions ask you about EXTRA-CURRICULAR PE and RESIDENTIAL PE COURSES:

14. Do you offer a programme of Extra-Curricular activities?

YES ()
NO ()

IF NO please go on to question 15.

IF YES please complete the table below to show the extra-curricular activities offered in 1990/91.

For each type of activity, please state the **age-range** of the boys &/or girls it is offered to and **tick appropriate box(es)** to show whether the activity is for team members, club members, and/or casual participants.

ACTIVITY	GIRLS: Age- Range	BOYS: Age- Range	TEAM ()	CLUB ()	CAS- UAL ()
DANCE					
GYMNASTICS ACT.					
GAMES ACT.					
ATHLETIC ACT.					
SWIMMING					
OUTDOOR ED. ACT.					

15. Do you offer any Residential PE courses? YES ()

NO ()

IF NO please go on to question 16.

IF YES please use the table below to provide details of any residential PE courses you offered in 1990/91. In each case state the **ages of boys &/or girls** the course is for, and explain how the course is funded.

COURSE	GIRLS Age Range	BOYS Age Range	HOW FUNDED :

16. Is the programme of extra-curricular activities &/or residential courses you have outlined different to that provided in 1989/90 :

YES ()

NO ()

DO NOT KNOW ()

IF YES please explain how it has changed and the reasons for this : _____

17. Will the programme change in 1991/92 ?

YES ()

NO ()

DO NOT KNOW ()

IF YES please explain how it is going to change and the reasons for this: _____

SECTION C :

The following questions ask you about the STAFFING of PE :

18. I would describe the present level of staffing for PE as :

inadequate ()

adequate ()

more than adequate ()

IF INADEQUATE please explain why, and indicate how staffing of PE could be improved :

19. Please complete the table below to show the **NUMBER OF STAFF** involved in teaching in- and extra-curricular PE in 1990/91. (If none, please state "0")

STAFF 1990/91	IN-C PE	EX-C PE
PE DEPT. FULL-TIME Staff :		
PE Specialists-NO second subject	_____	_____
PE Specialists -also teaching a 2nd subject :		
PE DEPT. PART-TIME Staff : PE Specialist :	_____	_____
NON-PE DEPT. Staff :		
PE Specialists -teaching PE as 2nd subject :	_____	_____
Non-PE teachers :	_____	_____
OTHERS : Please specify :		
	_____	_____
	_____	_____

20. Is the staffing of PE outlined above different to that in 1989/90 ?

YES ()

NO ()

DO NOT KNOW ()

IF YES, please explain how staffing has changed and the reasons for this: _____

21. Will the staffing of PE change in 1991/92 ?

YES ()

NO ()

DO NOT KNOW ()

IF YES, please explain how staffing will change and the reasons for this : _____

22. Please complete the table below stating the **number of hours per week** spent teaching in-curricular PE, extra-curricular PE and your second subject during the three academic years. (If none, please state "0", if not

known, state "not known", if not applicable, state "N/A")

HOURS TEACHING PER WEEK	IN-CURR. PE	EX-CURR. PE	2nd SUBJECT
1989/90			
1990/91			
1991/92			

Please explain any changes in your teaching hours detailed above : _____

23. Is Extra-Curricular provision specified as part of your contracted hours?

YES () Hours per week specified : _ _ hours

NO ()

24. Compared to 1989/90, in 1990/91 my workload and/or responsibilities other than teaching (administration, meetings etc) :

increased ()

decreased ()

stayed the same ()

not applicable ()

If this increased or decreased, please explain what changes have occurred and the reasons for these :

SECTION D asks about your use of On- and Off-Site FACILITIES:

25. I would describe the facilities available for PE (ON &/or OFF-site) as:

inadequate ()

adequate ()

more than adequate ()

Please briefly explain your answer above, commenting on for example, the range, quality and accessibility of facilities available for PE :

26. Please complete the table below to show your use of ON-SITE FACILITIES in 1990/91.

For each facility tick the appropriate box(es) to indicate whether it is used for in-curricular PE (IN-C), extra-curr. PE (EX-C) and/or Community/Dual Use (Comm.U).

If your school does not have a facility, please tick "Not Applicable" (N/A).

FACILITY	N/A ()	IN-C ()	EX-C ()	Comm.U ()
GYMNASIUM				
SCHOOL HALL				
SPORTS HALL				
PLAYING FIELDS				
HARD COURT AREA				
ALL-WEATHER PITCH(ES)				
DANCE/DRAMA STUDIO				
SQUASH COURTS				
SWIMMING POOL				
WEIGHT TRAINING AREA				
Other:(Please specify)				

27. Do you use OFF-SITE facilities for PE? YES ()

NO ()

SECTION E :**The following questions ask you about the FUNDING of PE :**

30. I would describe the budget allocated to PE as :

inadequate ()

adequate ()

more than adequate ()

IF inadequate please indicate the area(s) in which additional funding is required:

31. Please complete the table below to show the budget for PE in the three academic years.

(If not known, please state "not known"):

	1989/90	1990/91	1991/92
BUDGET ALLOCATED TO	£	£	£
PHYSICAL EDUCATION			

Please explain the reasons for any changes in this budget:

32. Do you receive any additional external funding for PE?

YES ()

NO ()

IF YES please complete the table below, stating the source of funding and the amount received in 1989/90, 1990/91 and 1991/92. (If none, please state "0"); if not known, please state "Not known") :

SOURCE OF FUNDING :	1989/90:	1990/91:	1991/92:
	£	£	£

33. Do you generate additional income for PE through fund-raising or other activities ?

YES ()

NO ()

IF YES please explain WHAT fund-raising activities you undertake and if known, state the amount raised in 1989/90 and

1990/91 : _____

34. Do you ask parents to make **VOLUNTARY CONTRIBUTIONS** towards the cost of **IN-Curricular PE** ?

YES ()
NO ()

IF YES, please explain what you ask them to contribute towards (e.g.travel, coaching fees, specific activities) :

35. **EXTRA-Curricular PE** : (If not applicable because you do not offer a programme of extra-curricular activities, please go on to question 36.)

(a) Do you ask for **VOLUNTARY CONTRIBUTIONS** for any extra-curricular activities ?

YES ()
NO ()

IF YES, please explain what you ask parents to contribute towards :

(b) Do you **CHARGE** for any extra-curricular PE activities ?

YES ()
NO ()

IF YES, please explain what activities you charge for :

SECTION F :

asks about the overall provision of PE in your school :

36. Briefly outline your aims and objectives for PE :

37. Do you feel your present programme of in- and extra-curricular activities is adequate to fulfil your aims for PE ?

YES ()
NO ()

If NO please explain why not and indicate the changes

necessary to fulfil your aims:

38. WHO determines the current provision of PE and sport in your school ?

39. For each of the following, tick as applicable to indicate whether you have formal meetings to discuss the provision of PE and sport in your school and indicate the frequency of such meetings :

(a) the PE Department staff ? YES () Frequency _____

NO ()

(b) the Head of Faculty ? YES () Frequency _____

NO ()

N/A ()

(c) the Headteacher ? YES () Frequency _____

NO ()

(d) other: please specify : _____

Frequency _____

40. How would you describe the impact of the following policies incorporated in the Education Reform Act on the provision of PE & sport in your school ?

(If none, please state "none")

(a) LMS :

(b) Open Enrolment :

(c) The introduction of the NATIONAL CURRICULUM :

(d) The forthcoming introduction of the
NATIONAL CURRICULUM for PE :

SECTION G: These questions ask you about COMMUNITY/DUAL USE :

41. Does your school have Community/Dual Use of
sport/recreation facilities ?

YES ()
NO ()

IF NO please go on to question 46 below, IF YES

42. Does this include sport/recreation activities
for schoolchildren ?

YES ()
NO ()

If YES, please briefly outline the type of activities
provided and state whether they are for team players,
club members and/or casual participants:

43. Do you have any involvement in this programme of
activities ?

YES ()
NO ()

IF YES, please outline your responsibilities :

44. Is community/dual use provision specified in your
contract ?

YES ()
NO ()

IF YES,
please explain the responsibilities and hours specified :

45. How would you describe the influence of Community/Dual
Use on the provision of PE and Sport in your school ?
(If no influence, state "none")

THANK YOU FOR YOUR TIME AND COOPERATION IN THIS STUDY. PLEASE

RETURN YOUR QUESTIONNAIRE IN THE ENVELOPE PROVIDED AND USE
THE SPACE BELOW TO ADD ANY FURTHER COMMENTS YOU FEEL ARE
RELEVANT TO THIS RESEARCH.

Follow-up letter to Heads of Physical Education :

19/6/91

Dear Head of Physical Education,

SPORTS COUNCIL/UNIVERSITY OF SOUTHAMPTON RESEARCH PROJECT :

The Impact of the Education Reform Act on the Provision of PE and Sport in the 5-16 Curriculum of State Schools.

As part of the above research project, I recently sent you a questionnaire via your Headteacher. Part 1 of the questionnaire was to be completed by the headteacher and Part 2 passed on to yourself. Your reply may be in the post, but if you have not already done so, I would be most grateful if you would complete and return the Part 2 of the questionnaire as soon as possible. Please telephone the Department of Physical Education (0703 592119) if for any reason you do not have the original questionnaire and therefore require another copy.

This project is being carried out in conjunction with [LEA names]'s General Inspectors for Physical Education and the information you can provide will be invaluable in the development of policies and strategies for the future provision of PE and sport in [LEA name] schools. Clearly, your support is crucial to the success of the project and it is hoped you will therefore participate.

Confidentiality of the information you provide is guaranteed and coding of the questionnaire is for analysis and follow-up purposes only. Thank you in anticipation of your support. Your time and cooperation is greatly appreciated.

Yours sincerely

Dawn Penney
Research Scholar

Follow-up letters to headteachers :

19/6/91

Dear Headteacher,

SPORTS COUNCIL/UNIVERSITY OF SOUTHAMPTON RESEARCH PROJECT :

The Impact of the Education Reform Act on the Provision of PE and Sport in the 5-16 Curriculum of State Schools.

As part of the above research project, I recently sent you a questionnaire. Your Head of Physical Education has returned Part 2 of the questionnaire, but I have not yet received your own reply. This may be in the post, but if you have not already done so, I would be most grateful if you would complete and return Part 1 as soon as possible. Please telephone the Department of Physical Education (0703 592119) if for any reason you do not have the original questionnaire and therefore require another copy.

This project is being carried out in conjunction with [LEA names]'s General Inspectors for Physical Education and the information you can provide will be invaluable in the development of policies and strategies for the future provision of PE and sport in [LEA name] schools. Clearly, your support is crucial to the success of the project and it is hoped you will therefore participate.

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19/6/91

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The Impact of the Education Reform Act on the Provision of PE and Sport in the 5-16 Curriculum of State Schools.

As part of the above research project, I recently sent you a questionnaire. This comprised two parts, Part 1 to be completed by yourself and Part 2 to be completed by your Head of Physical Education. Many schools have returned completed questionnaires, but I have not yet received replies from yourself or your Head of Physical Education. These may be in the post, but if you have not already done so, I would be most grateful if you would complete and return the questionnaire as soon as possible. Please telephone the Department of Physical Education (0703 592119) if for any reason you do not have the original questionnaire and therefore require another copy.

This project is being carried out in conjunction with [LEA names]'s General Inspectors for Physical Education and the information you can provide will be invaluable in the development of policies and strategies for the future provision of PE and sport in [LEA name] schools. Clearly, your support is crucial to the success of the project and it is hoped you will therefore participate.

Confidentiality of the information you provide is guaranteed and coding of the questionnaire is for analysis and follow-up purposes only. Thank you in anticipation of your support. Your time and cooperation is greatly appreciated.

Yours sincerely

Dawn Penney
Research Scholar

Second follow-up letter to Heads of PE :

5/7/91

Dear Head of Physical Education,

SPORTS COUNCIL/UNIVERSITY OF SOUTHAMPTON RESEARCH PROJECT :

The Impact of the Education Reform Act on the Provision of PE and Sport in the 5-16 Curriculum of State Schools.

Once again I am writing to you with respect to the above project which it is hoped will play a key role in the future planning of provision of PE and sport in [LEA name] schools.

Over 50 % of the secondary schools in [LEA name] have now returned completed questionnaires, but to ensure that the response is truly representative it is important that as many questionnaires as possible are collected. I hope you will appreciate the importance of the information you are able to provide and therefore participate in the study.

I am aware that you may have mislaid the original questionnaire, so am enclosing a further copy and a S.A.E. for your reply. I would be most grateful if you would complete and return the questionnaire by **22nd JULY**, as data analysis will then begin. Confidentiality of the information you provide is guaranteed and your time and cooperation is greatly appreciated. Thank you in anticipation of your support.

Yours sincerely

Dawn Penney
Research Scholar

Second follow-up letter to headteachers :

5/7/91

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Over 50 % of the secondary schools in [LEA name] have now returned completed questionnaires, but to ensure that the response is truly representative it is important that as many questionnaires as possible are collected. I hope you will appreciate the importance of the information you are able to provide and therefore participate in the study.

I am aware that you may have mislaid the original questionnaire, so am enclosing a further copy and a S.A.E. for your reply. I would be most grateful if you would complete and return the questionnaire by **22nd JULY**, as data analysis will then begin. Confidentiality of the information you provide is guaranteed and your time and cooperation is greatly appreciated. Thank you in anticipation of your support.

Yours sincerely

Dawn Penney
Research Scholar

Data Analysis

The success of the follow-up procedures was apparent from the response rates detailed below : (Sample = 94)

Completed returns :

Initial Response :	Part 1 : n=42 (45%)
	Part 2 : n=59 (63%)
First Follow-up :	Part 1 : + 3 =45 (48%)
	Part 2 : + 9 =68 (72%)
Second Follow-up :	Part 1 : + 19 =64 (68%)
	Part 2 : + 11 =79 (84%)

Breakdown of Responses by schools :

Part 1 and 2 returned	: n = 55 (59%)
Part 1 only returned	: n = 9 (10%)
Part 2 only returned	: n = 24 (26%)
No response	: n = 6 (6%)

Code books were compiled for part 1 and part 2 , detailing the coding of responses for computer analysis using Data Entry II and SPSS/PC. Responses to all closed questions were then coded and several minor modifications made to the coding to accommodate unforeseen responses and/or clarify coding. For example, with respect to the number of periods allocated to PE, several responses indicated that the allocation was not the same for all pupils. The allocation recorded for questions 4 and 6 was therefore the minimum allocation applicable to *all* pupils. This variation between pupils was pursued in coding and analysis of the open responses relating to these questions. This example illustrates the way in which coding was itself a valuable analytic activity, drawing attention to issues to pursue and providing an initial 'picture' of the data.

This was particularly true with respect to the qualitative

data. All responses to all open questions were recorded in full in the code books. For most questions, categories were then identified from the responses to that question and codes allocated to the categories. In many instances multiple factors were cited in responses to open questions. In coding data my concern was to avoid excluding factors by categorisation. My aim was "...not to put items in mutually exclusive categories for counting, but rather to make sure that all relevant data can be brought to bear on a point" (Becker & Geer, 1982,p.245). Therefore, multiple variables were often created for single questions. This enabled all the issues addressed in a single response to be included in the data file. For example in addressing the off-site facilities used by schools, schools invariably reported that they used several facilities. A series of variables, each addressing a specific facility, was therefore created. In other instances a clear overlap in responses across questions led to the creation of variables covering several questions. For example, data relating to external funding of PE and voluntary contributions and charges was combined and coded in relation to (i) the sources of funding identified and (ii) whether this related to in-curricular and/or extra-curricular PE. Similarly, in the part 1 responses to the open question asking about the impact of the ERA on the provision of PE and sport, it was inappropriate to attempt to code the reported 'effects' of the NC and the NCPE separately, as responses did not isolate these two issues. A similar 'overlap' was apparent to some degree in the part 2 data and therefore data for questions 40c and 40d was also combined for some subsequent analyses (see Appendix E).

Coding (via the use of missing value codes) was also designed to clarify the sample for individual questions. This enabled incomplete returns to be processed. In particular, some respondents had not answered questions requiring detailed quantitative data (e.g.budget details) but had otherwise completed the questionnaire. It appeared preferable to

accommodate incomplete returns by appropriate coding than to ignore these responses and thereby also ignore the data that had been provided.

Where appropriate because of clear similarity in the two sets of responses, the coding for part 2 matched that for part 1. This enabled direct comparison of responses from headteachers and heads of PE in relation to specific issues. Additional variables were also added to enable identification of aided schools, single-sex schools, and the LEA division in which schools were located.

Separate data files were created for part 1 and part 2 data using Data Entry II. SPSS/PC was used for data analysis. As explained in chapter 6, although the potential for more complex statistical analysis was recognised, the focus of this analysis was generation of descriptive statistics and specifically frequencies, means and standard deviations. Sub-tabulations were used in subsequent analysis (see Appendix E).

Questionnaire Data

Below selected data is presented that relates to and supports that presented and discussed in chapter 6.

AREAS OF ACTIVITY INCORPORATED IN IN-CURRICULAR PE (BY PERCENTAGE OF SCHOOLS)

(D= Dance; GY= Gymnastic Activities; GA= Games; AA=Athletic Activities; SW= Swimming; OE = Outdoor Education Activities; HRE = Health Related Exercise) (G & B Sep. = Girls and Boys taught seperately)

YEAR 9 :

(Figures quoted are valid percentages to nearest full percent)

AREA n=	D 78	GY 77	GA 76	AA 77	SW 78	OE 77	HRE 77
GIRLS ONLY	37	12	7	7	4	-	7
BOYS ONLY	-	5	4	4	1	3	8
G & B -SEP.	3	38	46	47	18	9	29
MIXED	13	33	42	40	18	12	38
OPT- ION	-	-	-	3	-	-	-
NONE	47	13	1	-	59	77	20

YEAR 11 :

(Option -SS= Option with single sex classes;
Option-Mixed= Option course with girls and boys taught together)

AREA n=	D 76	GY 75	GA 74	AA 75	SW 76	OE 75	HRE 75
GIRLS ONLY	15	1	4	1	1	1	4
BOYS ONLY	-	1	4	1	-	1	3
G & B -SEP.	-	5	15	7	5	4	11
MIXED	4	20	47	32	25	13	32
OPT- ION (SS)	7	4	7	4	8	3	5
OPT- ION (MIX)	8	11	22	12	14	7	15
NONE	67	57	1	43	46	71	31

WEEKS ALLOCATED TO AREAS OF ACTIVITY

(figures stated are mean number of weeks in academic year)

AREA	DAN- CE	GYM	GAM- ES	ATH. ACT.	SWIM	OE	HRE
YR. 9 GIRLS (n=)	4 (68)	7 (63)	24 (58)	9 (61)	3 (67)	1 (73)	6 (64)
YR. 9 BOYS (n=)	1 (69)	7 (62)	25 (58)	9 (60)	3 (65)	1 (70)	6 (63)
YR. 11 GIRLS (n=)	3 (65)	3 (60)	20 (48)	4 (55)	5 (56)	2 (62)	5 (56)
YR. 11 BOYS (n=)	1 (67)	3 (58)	21 (47)	4 (54)	5 (54)	2 (60)	5 (56)

RESIDENTIAL PE COURSES

SKI TRIPS :

YEAR 9 : 18% (14)

YEAR 11 : 15% (12)

OTHER YEAR 9 COURSES :

Recreational Activities at LEA Centre 17% (13)

Watersports at LEA Centre 1% (1)

Rec. & Watersports at LEA Centre 3% (2)

Other Watersports 9% (7)

Other Outdoor Adventure Activities 9% (7)

Cross-Curricular Course 3% (2)

Other 9% (7)

OTHER YEAR 11 COURSES :

Rec. & Watersports at LEA Centre	1%	(1)
Other Watersports	5%	(4)
Other Outdoor Adventure Activities	4%	(3)
Other	1%	(1)

TIME ALLOCATED TO PE :

Periods allocated to PE :

	Mean	Mode	St.Dev.	n
YEAR 9:				
1989/90	2.79	2	1.16	77
1990/91	2.76	2	1.11	78
1991/92	2.75	2	1.08	74
YEAR 11:				
1989/90	1.91	2	0.98	77
1990/91*	2.01	2	1.4	79
1991/92	1.84	2	0.79	74

* these figures are slightly distorted by one error entry, a missing value being coded as 9 rather than 99 and therefore being registered as an allocation of 9 periods.

Computation of number of periods allocated to PE by length of period generated time allocations for year 9 and year 11 PE in the 3 academic years in minutes per week :

	Mean	S.Dev.
YEAR 9:		
1989/90	121	45.55
1990/91	121	46.19
1991/92	121	47.64
YEAR 11:		
1989/90	82.57	40.51
1990/91*	91.19	86.84
1991/92	78.41	31.45

*see above

BUDGET ALLOCATIONS

PE BUDGET (data from heads of PE, to nearest £) :

YEAR	MEAN £	S.dev.	MIN £	MAX £
1989/90 (n=64)	1568	795	450	4000
1990/91 (n=71)	1796	1152	280	7600
1991/92 (n=53)	1969	1010	450	4500

SUBJECT BUDGET ALLOCATIONS

(data from headteachers to nearest £) :

YEAR & SUBJECT	MEAN £	S.dev	MIN £	MAX £
1989/90 PE (n=43) GEOG (n=28) MATH (n=40)	1845 1371 2928	773 757 1139	485 150 1260	4000 3500 5739
1990/91 PE (n=56) GEOG (n=38) MATH (n=52)	1934 1606 2996	1134 825 1312	280 150 1260	7000 3850 6800
1991/92 PE (n=42) GEOG (n=29) MATH (n=39)	2394 2035 3569	1276 1100 1490	625 200 1200	7604 4960 7650

COMMUNITY USE IN SCHOOLS

Data from heads of PE :

77.2% (61) reported that there was community/dual use of school sport/recreation facilities.

68.4% (54) (representing 90% of those above) reported that community/dual use activities for schoolchildren were provided at their school.

13% (10) identified community use as having a positive

influence on the provision of PE and sport in their school; 19% (15) identified it as having a negative impact. 7 (9%) heads of PE identified both positive and negative effects of community use on the provision of PE and sport in their school. As negative comments related in the main to the additional 'wear and tear' on facilities and equipment, rather than conflict over access to facilities, this data did not support the view that development of community use threatened pupils' access to facilities for extra-curricular PE (see chapter 1). Furthermore, 99% (78) schools offered extra-curricular activities and staffing appeared the key factor shaping this provision (see chapter 6). In this respect data highlighted the continued commitment of heads of PE to this provision, in the majority of cases on a "goodwill" basis. Only 5 heads of PE reported that they had extra-curricular hours detailed in their contract. However, as the table below shows, many were clearly devoting considerable time to this aspect of PE.

HEADS OF PE : TEACHING HOURS (mean hours per week)

YEAR	IN-CUR. PE	EX-CUR. PE	2ND SUBJECT
1989/90	19.37 (n=67)	7.59 (n=63)	1.11 (n=64)
1990/91	19.10 (n=73)	7.69 (n=69)	1.34 (n=69)
1991/92	19.45 (n=53)	7.89 (n=46)	0.94 (n=52)

Whilst the questionnaire data showed that many schools were providing extra-curricular activities and that they also had community use of their facilities, data relating to staffing of PE highlighted an apparent absence of 'partnership' (see chapters 1 & 4) in these arrangements. As explained in chapter 6, most heads of PE did not play a major part in community use provision. In addition, only 6 heads of PE reported that individuals other than school teachers

contributed to the staffing of extra-curricular PE.

THE IMPACT OF THE ERA ON THE PROVISION OF PE AND SPORT IN SCHOOLS :

Data from **headteachers'** responses to closed questions :
(% are valid percentages)

POLICY	NO IMPACT %	SOME IMPACT %	GREAT IMPACT %
LMS (n=63)	39.7	55.6	4.8
Open Enrolment (n=63)	57.1	41.3	1.6
NC (n=60)	35.0	48.3	16.7
NCPE (n=61)	31.1	60.7	8.2

Data arising from coding and analysis of headteachers' open responses (percentages are % of Part 1 sample as a whole to nearest %)

RESPONSE	LMS (n=14)	NC &/OR NCPE (n=36)
POSITIVE	7 (11%)	12 (19%)
NEGATIVE	3 (5%)	4 (6%)
UNKNOWN	2 (3%)	5 (8%)
OTHER	2 (3%)	15 (23%)

Data arising from coding of **Heads of PE's** open responses:
 (% are valid percentages to nearest %)

RESPONSE	LMS (n=75)	NC (n=65)	NCPE (n=76)
POSITIVE	17% (13)	9% (6)	15% (11)
NEGATIVE	41% (31)	35% (23)	20% (15)
UNKNOWN	15% (11)	22% (14)	28% (21)
OTHER	13% (10)	11% (7)	32% (24)
NONE	13% (10)	23% (15)	7% (5)

Further analysis of heads of PE's responses relating to the effects of LMS on provision of PE and sport generated the following categories and data :

(percentages are % of part 2 sample as a whole to nearest %)

ISSUE ARISING	Positive Impact	Negative Impact	Other
GROUNDS MAINTENANCE (n=12)	5 (6%)	7 (9%)	-
FACILITIES &/OR EQUIPM. (n=18)	4 (5%)	12 (15%)	2 (3%)
PE FUNDING (n=31)	13 (17%)	14 (18%)	4 (5%)
PE STAFFING (n=10)	-	10 (13%)	-

There was clear overlap in the responses from heads of PE relating to the questions addressing the impact of the NC and that of the forthcoming introduction of the NCPE. This data was therefore combined to clarify the issues arising for heads of PE.

In the combined data set relating to the impact of the NC and/or the NCPE, 9 heads of PE addressed the resourcing of PE. As the following list shows, within these responses attention was drawn to both different aspects of resourcing and specific areas of activity within PE (figures are number of responses):

Staffing : INSET (3, 1 specifically dance); Expertise (1)
 Finance : 3; (1 specifically outdoor education and swimming)
 Facilities : 1 (specifically swimming)
 Equipment : 1 (specifically outdoor education)

Outdoor Education : 4 (1 specifically finance; 1 equipment)
 Dance : 2 (1 specifically INSET)
 Swimming : 2 (1 specifically facility, 1 finance)

8 heads of PE specifically identified the NC and/or NCPE as adding to their administrative workload. 20 heads of PE drew attention to issues of time. Specifically, 6 reported reduced PE time, 8 reported "pressure" on PE time and 7 reported reduced *practical* time. 4 of the latter specifically associated this with the demands of assessment.

33 heads of PE mentioned curriculum development in addressing the impact of the NC &/or NCPE on their provision of PE and sport. 10 of these specifically reported that these policies would give rise to little or no change in their provision. 10 mentioned general curriculum development. 1 head of PE identified these policies as a restriction on the PE curriculum. 8 heads of PE identified assessment as a specific area of change in their PE curriculum and 8 drew attention to specific areas of activity in their responses. The areas mentioned were outdoor education (3), dance (3), HRF (2), gymnastics (1) and "aesthetics" (1).

APPENDIX E : INFORMATION RELATING TO SCHOOL CASE STUDIES

Case Study Selection

From the responses detailed in Appendix D concerning heads of PE's views regarding the impact of LMS, the NC as a whole and the NCPE specifically on their provision of PE and sport, four response categories were created. Some overlap was apparent in responses addressing the impact of the NC as a whole and those concerning the impact of the NCPE specifically (see Appendix D). Data relating to the NC and the NCPE was therefore combined for the purposes of creating the response categories. The categories were

- (1) heads of PE reporting LMS AND the NC &/or NCPE as having a positive impact on their provision of PE and sport,
- (2) heads of PE reporting LMS as having a positive impact, but the NC &/or NCPE as having a negative impact;
- (3) heads of PE reporting LMS as having a negative impact, but the NC &/or NCPE as having a positive impact;
- (4) heads of PE reporting LMS AND the NC &/or NCPE as having a negative impact.

This gave rise to a sub-sample of 28 schools falling into four groups as detailed below :

Response Group	No. of Schools
(1) LMS + AND NC &/or NCPE +	4
(2) LMS + ; NC &/or NCPE -	4
(3) LMS - ; NC &/or NCPE +	2
(4) LMS - AND NC &/or NCPE -	18

As explained in chapter 7, the level of resourcing of PE within these schools was then explored. The tables below detail the number of full time PE specialists in the PE department, the on-site PE facilities and PE department budget for the schools in each of the four groups. With respect to facilities, the variables explored in the data were those for on-site gymnasium (GYM), sports hall

(SP.HALL), dance studio (D.STUD), playing fields (PF), hard court area (H-C) and swimming pool (POOL).

1. LMS + AND NC &/or NCPE + : LEVEL OF RESOURCING OF PE

SCHOOL	FULL-TIME PE SPECIALISTS	PE FACILITIES	PE BUDGET 1990/91
29	2 PE only 1 PE & 2nd subject	No details provided	1200
34	4 PE only	GYM, SP.HALL, D.STUD, PF, H-C, POOL	-
43	4 PE only 1 PE & 2nd subject	GYM, SP.HALL, D.STUD, PF, POOL	3200
56	1 PE only 3 PE & 2nd subject	GYM, SP.HALL, PF, H-C	-

2. LMS +; NC &/or NCPE - :

SCHOOL	FULL-TIME PE SPECIALISTS	PE FACILITIES	PE BUDGET 1990/91
22	4 PE only	GYM, SP.HALL, D.STUD, PF, H-C	2160
52	1 PE only 2 PE & 2nd subject	GYM, PF, H-C, POOL	1550
79	1 PE only 1 PE & 2nd subject	GYM, H-C, POOL	1800
83	2 PE & 2nd subject	GYM, PF, H-C	1250

3. LMS -; NC &/or NCPE + :

SCHOOL	FULL-TIME PE SPECIALISTS	PE FACILITIES	PE BUDGET 1990/91
45	1 PE only 3 PE & 2nd subject	GYM, SP.HALL, PF,H-C, POOL	550
62	4 PE only	GYM, SP.HALL, PF, H-C	1900

4. LMS - AND NC &/or NCPE - :

SCHOOL	FULL-TIME PE SPECIALISTS	PE FACILITIES	PE BUDGET 1990/91
6	3 PE only 2 PE & 2nd subject	GYM, SP.HALL, PF, H-C, POOL	2800
15	3 PE only	GYM, SP.HALL, PF, H-C	1300
16	3 PE only	GYM, SP.HALL, D.STUD, PF, H-C	2200
39	2 PE & 2nd subject	GYM, PF, H-C, POOL	650
42	2 PE only 2 PE & 2nd subject	SP.HALL, D.STUD, PF, H-C	1600
46	2 PE only 2 PE & 2nd subject	GYM, SP.HALL, PF, H-C	1356
50	7 PE only	GYM, SP.HALL, PF, H-C, POOL	3200
53	1 PE only	GYM, SP.HALL, PF, H-C	450
57	1 PE & 2nd subject	GYM, SP.HALL, PF, H-C	700
61	4 PE only 2 PE & 2nd subject	GYM, SP.HALL, D.STUD, PF, H-C	3200

64	4 PE & 2nd subject	GYM, SP.HALL, D.STUD, PF, H-C	1500
65	2 PE only	GYM, SP.HALL, PF, H-C	1300
73	2 PE only 2 PE & 2nd subject	GYM, PF, H-C	1500
74	3 PE & 2nd subject	GYM, PF, H-C	2100
78	3 PE & 2nd subject	GYM, SP.HALL, D.STUD, PF, H-C, POOL	650
84	2 PE & 2nd subject	GYM, H-C	450
91	1 PE only 1 PE & 2nd subject	GYM, PF, H-C, POOL	1200
93	2 PE & 2nd subject	GYM, SP.HALL, D.STUD, PF, H-C, POOL	800

This data was studied with a view to observing differences and similarities between and within groups in terms of the level of resourcing of PE. The schools in groups 1 and 3 were generally considered to appear 'rich' in these terms. School 22 was seen as 'rich' by comparison to the other schools within group 2. Group 4 was seen as including the greatest variety of schools and also as highlighting the problems inherent in attempting to categorise PE resourcing in general as 'rich' or 'poor'. Notably, some schools in this group had extensive facilities, but did not appear well resourced in terms of staffing and/or funding for PE. Selection of schools aimed to accommodate these differences observed within the groups. In making the final selections, further reference was made to the full questionnaire responses which in some instances pointed to particular issues relating to the impact of the ERA on provision of PE and sport that it was considered desirable to pursue. For example, non-specialist

staffing and effects of open enrolment were issues specifically mentioned by the head of PE in one of the schools in group 2 (52). In group 3, staffing of PE was also specifically highlighted as a key concern in one school (62). In addition, the geographical location of schools was considered. At least one school from each LEA division was selected (see chapter 7). The schools selected to be approached for participation in the case study phase of the research were school 29 from group 1, schools 22 and 52 from group 2, school 62 from group 3 and schools 39, 50 and 78 from group 4.

Research Procedures

A letter was sent to the headteacher of each of the schools selected requesting access for the research :

Dear

SPORTS COUNCIL/UNIVERSITY OF SOUTHAMPTON RESEARCH PROJECT :
The Impact of the Education Reform Act on the Provision of PE
and Sport in the 5-16 Curriculum of State Schools.

The above research project is studying the provision of PE and sport in [LEA name] schools as they prepare to introduce the National Curriculum for Physical Education (PE). Thanks to the support of both the Local Education Authority and schools, the project has developed considerably since its commencement and through various publications and presentations, has made an active contribution to the debates surrounding the future provision of PE and sport in schools. Particularly invaluable was the information concerning the provision and resourcing of PE that was provided by headteachers and heads of PE departments in a questionnaire survey of secondary schools. The time involved in completion of the questionnaires was greatly appreciated. Analysis of the survey data is ongoing, but it is also recognised that to gain a greater understanding of the issues raised, visits to schools and discussions with staff are crucial.

I am therefore writing to you in the hope that you will be willing for your school to be involved in this next phase of the project. If possible I would like to arrange to visit your school in the next two weeks, to meet both yourself and the PE department. I will telephone you in the next few days to discuss this with you and hopefully arrange a day that is convenient to yourself.

Yours sincerely,

Dawn Penney

As indicated in the letter, arrangements for subsequent visits were made by telephone. In two schools (52 and 78) the

headteachers were not willing to be personally involved in the research, but were happy for me to meet with the head of PE. In another school (62) the headteacher stressed that the time that he could give me was very limited. Again, however, there was no objection to my talking at greater length with members of the PE department. As in the investigation of the LEA (see Appendix C) I drafted a paper detailing the address at this stage of the research :

CASE STUDIES : KEY ISSUES :

ERA -is changing the CONTEXT of provision.

-is changing the CONTENT of provision, directly and indirectly.

-the changes are not uniform - not only do the changes vary between schools but the reported effects of the changes in context vary between schools and different changes in context are associated with "similar" changes in content.

A key issue to explore is the CONTEXT - CONTENT relationship

- what is the nature of this ?

- what does it tell us about the MECHANISMS and STRUCTURE of the policy process ? - "what" these are, "how" and "where" they are influential.

- how important is the original context in determining content ?

- how important is the change in content (effects of ERA) in determining content ?

----> What aspect of context / Who is particularly important?

----> Where/With whom/in what does the "power" lie in terms of determining the provision of PE and sport in schools ? How does this "operate" ?

ASPECTS OF CONTEXT :

- Policies, Actions, Ideologies of agencies/individuals -

LEA, headteacher, SGB, SMT, head of PE, PE dept, others ?
(NB School "philosophy", place/importance/status of PE in curriculum, Head of PE/PE dept "philosophy" /role/status in school)

- Resourcing of PE (Time, Staff (and training), Finance, Facilities)

- Past and present CONTENT of provision

Links between these aspects clearly exist - identifying the important aspects/agencies/individuals must involve exploring the nature of these links, as many of the "effects" on content are indirect.

FOCUS of the investigation in terms of CONTENT is the forthcoming introduction of NCPE, in terms of CONTEXT is the effects of ERA and the "richness" of the "original" context.

Questions arising :

- "Original" content - present provision ? Influenced by what/who ?

- "Original" context - effect on present provision ? What and who particularly (ref aspects of context)

- "Changing context" - effects of ERA ? - school/PE ? effects on content ? - what/who particularly (ref.aspects of context in relation to LMS, OE, NC, preparation for NCPE).

- "Changing content" - preparation/plans for NCPE ? - influenced by what/who ?

Specific issues relating to the implementation of ERA :

- In all aspects - Influence/role of LEA ? headteacher ? SGB ? SMT ? Head of PE ? PE dept ? others - How evident - relating to what ? "how" ?

NB. LEA - LMS scheme - views ? Influence NC/NCPE implementation ? - policies/guidelines/support ?

- What is apparent/evident in terms of underlying "philosophy" and place/importance/status of PE in school ? and influence of head of PE/PE dept. on this ?

-LMS-

School position ?

subject allocations - criteria ? - NC link ?

staffing effects ?

PE allocation ? and position ?

Facility use effects ? - on-site , off-site ? maintenance/
development ? equipment replacement/purchase?

-LMS/OE-

School roll ?
Staff/pupil ratio effect ?
Facility use effect ?
"Marketing" of PE/ facilities ? - effects ?

-NC-

Part played by PE ?
Cross-curricular links ?
Effects on time ? timetabling priorities ?

-NCPE-

Preparation/Plans ? - development/restriction ?
Attitudes ? Needs ? Support ?
(Information/Resources/training)
"Problem" areas ? - why ?
Place/Importance NSG/aspects ?

This paper was a reference point for developing profiles of each of the case study schools and plans for initial visits. The profiles drew data from the questionnaire responses and any other documentation (such as statements of department aims and objectives) that had been sent with responses. At this stage I injected (*in italics*) into my text the questions that I felt were raised by the data and to be pursued in the initial visits to schools (see below). As explained in chapter 7, 'maps' of the policy process within the schools were drawn up after initial visits and/or interviews. Detailed interview plans were made in the light of the initial visits. As readers will see, the case study investigations took different directions and involved different individuals to varying extents in the research. Essentially, my approach was flexible and reflective (see chapter 3). The design of the case studies reflected the issues arising for investigation but also the practicalities of carrying out such research in schools. Specifically, not all staff were available for the desired interviews and the

research setting was not always suited to tape-recording. To enable readers to trace the progression in the investigation of individual schools, the profiles, visit and interview agendas and 'maps' are presented as a 'set' of data /research 'instruments' for each of the schools.

Case Study School 22**PROFILE :**

(Based on Part 1 and Part 2 questionnaire responses. (P1) indicates Part 1 data - from headteacher; (P2) part 2 data - from head of PE. --> denotes questions arising from data to pursue in visit to school / interviews)

HEAD OF PHYSICAL EDUCATION (P2) : 14 years teaching experience

--> years at 22 ?

30 periods in school week; 50 mins. per period

Pupils : 1989/90 : 891; 1990/91 : 884; 1991/2 : 892

--> future role trend ? importance of role ? effects of ERA ? effects of changing role ?

Staff : --> Nos ?

PE provision :

- offer GCSE

- PE compulsory for year 9 and year 11

TIME allocated to PE :

- 2 periods per week Yr.9 and Yr.11 1989/90, 1990/91, 1991/92

(P2) : YR9 & YR11 : inadequate

(P1) : : adequate

--> Head of PE's view of what is "adequate" ? "control"/ influence over timetable allocations ? "status" of PE in school?

STAFFING PE :

(P1) : adequate

--> changes foreseen ? effects of ERA ? expertise ? training ? -NCPE ?

(P2) : Yrs 10/11 : inadequate ; Yrs 7 - 9 : adequate

- "large year group - could offer more interesting options with more staff"

--> size of year groups ? - increasing/decreasing ? - effects of ERA ? "influence" re /"control" of staffing ?

- PE SPECIALISTS - NO 2ND SUBJECT : 4 (IN & EX-C)
- NON-PE TEACHERS : IN-C : 1 ; EX-C : 6
- OTHERS : PARENT : EX-C : 1

--> *any changes foreseen ? effects of ERA ? "expertise" in department ? "adequacy" re NCPE ? - training needs ?*

- Changes 1991/2 : 2 PE staff will teach an extra 2 lessons of HRF.

--> *why ? programme &/or staffing change ? - reasons ?*

- Head of PE : Hours teaching :

1989/90 : IN-C PE : 30/25; EX-C PE : 5; 2ND S : 0
 1990/91 : 24; 5; 0
 1991/2 : 24; 3; 0

"Lack of time for ex-curr."

--> *why ? effects of ERA ? changes foreseen ? reasons ?*

Non-teaching workload : Increased - "extra admin & responsibilities"

--> *related to what ? effects of ERA ? changes foreseen ? reasons ?*

FACILITIES :

(P1) : - More than adequate - "Full range of pitches, a sports hall, separate gymnasium, multi-gym, departmental classroom, offices for heads of department, four changing rooms, assembly hall available for PE teaching."

--> *changes in use foreseen ? effects of ERA ?*

(P2) : - Inadequate - "One pitch for football/rugby/athletics track; indoor facilities OK"

--> *effects of this in terms of PE programme ? effects re NCPE programme ?*

- IN-C, EX-C and C-USE of GYMNASIUM, SCHOOL HALL, SPORTS HALL, PLAYING FIELDS, HARD-COURT AREA, DANCE/DRAMA STUDIO, WEIGHT TRAINING AREA.

- 1991/2 Changes - School clubs run in evenings will now have to pay for use - and may fold - therefore go to community use.

--> *Actual situation 1992 ? - requirement to pay effect of ERA ? - future changes foreseen ? reasons ?*

- No off-site facility use

FUNDING PE :

(P1) : 1989/90 : PE : £1023; GEOG : £633; MATHS : £1624
 1990/91 : £2160;£2210;£3880

"The onset of LMS in 1990/91 allowed us to devolve money to departments, all of whom benefitted, including PE"

--> *geog increase related to NC ? 1991/92 figures ?
 anticipated funding for NCPE ? basis for subject allocations
 under LMS ?
 who/what "determines" these ? who controls devolved budgets ?*

(P2) - inadequate - "replacement of gymnastic equipment"

--> *money requested/refused ? effect of ERA ? effects of
 inadequacy in terms of provision ? in terms of NCPE provision
 ?
 view of future funding ? reasons ? and its effects on
 provision ?*

- PE Budget 1989/90 : £1600; 1990/91 : 2160 ; 1991/92 : ?

- External Funding : Community School 1990/91 : £600.00

--> *importance of this income ? 1991/92 amount ?*

- no voluntary contributions/charging

IN-CURRICULAR PE :

(P2) : - Year 9 programme :

DANCE : Girls only : 4 weeks
 GYMNASTICS : both sexes separate : 5 weeks
 GAMES : Girls : 22 weeks Boys : 26 weeks
 ATHLETICS : both sexes separate : 4 weeks
 SWIMMING : None
 O.Ed. : None
 HRF : both sexes separate : 5 weeks & "a little
 bit in nearly every lesson"

--> *reasons underlying areas included/omitted and time
 allocations ? - why dance girls only ? changes foreseen re
 NCPE ? NB dance - both sexes ? , OEd ? Games "bias" ? ,
 future of HRF ? changes foreseen for other reasons ? -other
 aspects of ERA ?*

- Year 11 programme :

OPTION PROGRAMME : Mixed PE - Areas included: DANCE,
 GYMNASTICS, GAMES, ATHLETICS, HRF

--> *programme details ? reasons for areas included/omitted and time allocations ? why mixed ? changes foreseen re NCPE ? changes foreseen for other reasons ? - other aspects of ERA ?*

- HRF cross-curricular
- PSE cross-curricular

--> *how expressed ? part in NCPE provision ?*

- 1990/91 Changes : Girls do football instead of volleyball
- 1991/2 Changes : 2 lessons placed "back-to-back" to create longer lesson - therefore may introduce swimming.

--> *swimming introduced ?*

--> *who decided timetable change ? - related to NC ? viewed as better by PE dept ?*

- Assessment - Yr.9 and 11 : Internal profile every block (about 4 weeks; school profile yearly.

--> *assessment plans re NCPE ?*

EXTRA-CURRICULAR PE (P2):

DANCE - Girls 11-16 - club

GYMNASTICS - None

GAMES - Girls & Boys 11-16 - Team, Club, Casual

ATHLETICS - Girls & Boys 11-16 - Team, Casual

SWIMMING - None

OEd - Residential Course only

--> *reasons underlying activities included/omitted and type of provision ? NB - Dance - why girls only ? why no gymnastics ? Any changes foreseen and reasons ? - any effects of ERA ?*

1991/2 Changes : "Lack of time due to National Curriculum implementation"

--> *impact in terms of provision ?*

Aims and Objectives for PE :

(P1) : Criteria for assessing success of PE dept. :

"Take-up at GCSE level, willingness of pupils to participate, results in local and national competitions, good curriculum planning and a willingness to explore new ideas."

--> *view of present provision ? view of NCPE ? communication with / "influence" over head of PE/ PE dept.?*

(P2) : Aims and objectives : "Under review at present"

--> *What are these ? Review linked to NC / NCPE ? part of curriculum development ? - initiated by whom ? formulated by whom ?*

- present provision regarded as adequate in terms of fulfilling aims and objectives

--> *? broad and balanced ? for all ? view in relation to NCPE ? - changes foreseen ?*

- (P2) - meetings : PE dept - every 4 weeks; Head of Faculty - every 2 weeks; Head - none

--> *agenda of these ? role/influence of head of faculty in terms of PE provision/resourcing of PE ? links with head ? members of SMT, SGB ? ; role/influence of these re PE ?*

-(P1) - head represents interests of PE dept. on SGB and SMT.

--> *influence of these in terms of provision of PE/resourcing ? communication head - head of PE/PE dept ? heads', SGB and SMT view of place of PE in curriculum, nature of PE etc. ? Influence of ERA in these terms ?*

EFFECTS OF ERA :

- LMS - (P1) : Great Impact - "allowed us to devolve more money to departments"

--> *why beneficial ? effects on PE specifically ? future situation ?*

(P2) : "More control over grounds maintenance (a very poor service at present)"

--> *who decided new GM contract /responsibilities ? Specific improvements compared to previous service ?*

- OE - (P1) : Some Impact - "good sporting activities are attractive to many parents"

--> *"marketing" point ? view of sport in relation to PE programme (focus ?) ? and NCPE ? Place/status of PE/Sport in school ? SGB interest/influence ? SGB-head-head of PE relations ?*

(P2) : None

- NC - (P1) : Great Impact - "made people review their current practice and consider future planning in new ways"

--> *how ? school "direction" ? place of PE in overall planning and NC implementation ?*

(P2) : "More pressure on timetable space and funding"

--> *who "controls" these ? status of PE in school ? - links with other subjects ? effect of NC on them ?*

- NCPE - (P1) : Great impact - "Particular emphasis on assessment and recording of achievement, schemes of work, health related fitness."

--> *why this emphasis ? whose views ? actual "implementation" - staff expertise ? training needs ?*

(P2) "More admin"

--> *related to what specifically ? "negative view" of NCPE ? reasons ?*

Further comments - (P1) : "There is a great need for PE staff to agree that PE is not just about coaching games. The major areas of development here are concerned with the links between PE and social education and the whole issue of health related fitness. PE staff also have to consider their contribution to technology across the curriculum."

--> *conflict head/head of PE and/or within PE dept ? Any developments in areas identified ?*

COMMUNITY USE

(P1) : LEA involved in development

--> *how, when, who ?*

"Equivalent to a 3rd deputy head" responsible for C-Use; member of SMT, not on SGB.

--> *background ? links with PE dept ? any effect of ERA on this post and work ?*

(P2) :

- various activities - mainly team and club
- Head of PE - no involvement

--> *who "controls" this ? reasons for lack of involvement ?*

- No effect on school PE and sport provision

--> *still true ? - any change in pattern of facility use ? reasons ? effect of ERA ?*

----> 22 - KEY ISSUES ARISING :

(based on profile above and reading of School Development Plan)

SCHOOL CONTEXT - CHANGES - INFLUENCES ON CONTENT ?

Overall School Philosophy ?

-LMS/OE - ref.SDP Global Target 3 - increase YR7 intake to 200 and maintain this. Effects on school/PE ? New prospectus-"marketing" of PE ? effects ?

Place of PE and sport in school / curriculum ? (ref. SDP objectives 17, 18)

View of PE and sport (ie content) ?

- Head ? SGB ? SMT ?

-NC- cross-curricular themes - PE input ? - ref.SDP Global Target 2 - "citizenship", "health ed."

Timetabling

- who decided back-to-back PE ?

- Joint Provision Scheme - ref.SDP Global Target 4 - County Rec.Dept involved - details ? PE dept involved ?

- Integration of pupils with physical disabilities -ref.SDP Global Target 5 - PE input/role/issues?

Staffing

- LMS/OE - staff-pupil ratios - effects on provision ?

NC - effects - ex-curr. support ? - effects on provision ?

"Expertise" - effects on provision - NB ref. SDP - Outdoor Ed. specialist yet programme lacks this ??

- re. NCPE - adequacy ? training needs ?

Facilities

- LMS/OE effects ? - use, maintenance - effects on provision?

NCPE - adequacy ?

Finance

- LMS allocation basis ? who involved ? who controls devolved budget ? NCPE support ? effects on provision?

Present Content

- Reasons ? Rationale ? NB. Dance - girls only, OEd ? Games emphasis ? Swimming ? Option details ? cross-curricular ? HRF ?

Adequacy ? ??Conflict head - head of PE/PE dept ??

Dept. aims & objectives ? - review instigated by whom and related to what ?

?? Changing Content - NCPE - Future of HRF ? Change seen as

needed ? planned ? seen as possible ? conflict ??

Relationships/Roles/Influence - Head - SGB - SMT (Who is this) - Faculty (What ? Who involved ?) - head of PE - PE dept

LEA - Links/Influence/Support ; others ? C-Use - who involved in development/management, why head of PE not involved?

22 : 'MAP' PRODUCED FOLLOWING INITIAL VISIT :

CONTEXT/CHANGING CONTEXT - INFLUENCE ON CONTENT

New headteacher

- "making his mark"
- his philosophy re PE
- his overall ideology/approach
- > "control" - Faculty structure
- > "dominance" of his philosophy re PE

----> CHANGE

HRF FOCUS

? image focus - ? continued emphasis on games/school sport ?

?? Attitudes/ Influence of Head of Faculty ??

? Relations H of PE / Head ?

?? Attitudes / Influence of governors ??

?? Attitudes of SMT ?

"Established" PE dept; "Traditional" philosophy

----> RESISTANCE TO CHANGE; CONTINUED GAMES ORIENTATED PROVISION

LMS/OE - increasing group sizes ----> ??

22 : SECOND VISIT - INTERVIEW PLANS :

- Interviews with : Headteacher, Head of PE, female PE teacher, Head of faculty.

- Additionally try to see Community Office and chat to staff about C-Use development, roles/influence of LEA, County Rec.Dept.?, relationship/links with PE dept, head, SGB ?

HEADTEACHER :

LMS : he said had "changed his job" - how ? what does he now see as "his job" ? clearly he views LMS as advantageous in terms of control - what exactly has/does that enable him to do ? what does he see as the role of the SGB ? - does he feel he has their support ? - do they express any attitudes towards PE and sport ? LEA support/guidance in LMS ? Would he / is he / the school considering GMS ?

---> curriculum :

- attitudes/reactions on arrival at 22 ?
- aims and objectives ? - curriculum development ? - why necessary ? strengths and weaknesses he saw ?

--> Faculty Structure

- role of heads of faculty ? what qualities was he looking for in interviews for these ? What did/does he see as the role of heads of dept. in this structure ? what did he see as the issues in Social and Physical Education ? (why PE within this ?) did he anticipate resistance from the PE dept ? if so why ? Why did he appoint (name) ? He said she had been "extremely skilful" in working "with" the PE dept - how ? in what respects ? Where does the SMT fit into this structure ? - who does it comprise ? what is the subject budgeting system ?

Strengths/weaknesses of the structure in his view ?

--> PE dept

- he said that change was "difficult" and the "group dynamics crucial" - implied resistance - why the resistance ? how is this evident ?

--> PE programme - and underlying philosophy/ideology

- he referred to his desire for the dept. to "broaden the base" - what does he mean by this ? where does he see PE going ? - NCPE changes ? Programme content - he stressed HRF - what exactly does he mean by this ? what will its place be in NCPE ? what about dance ? swimming ? OEd ? type and importance of assessment ? Staffing - does he feel dept. has necessary expertise ? - training necessary ? (NB ?? lack of

use of OEd specialist at present ?)
 he talked of 22 having reputation as a "good school" -
 where/how does he see PE fitting into/contributing to this ?

--> Other developments ?

- facilities - future improvements possible ? (sports hall)

HEAD OF PE:

Faculty Structure -

- opposed to it ? why ? relations with head of faculty ? (2 weekly meetings) effects on PE ? under pressure to "change" ? how ? by whom ? resisting ? why ? how ?

--> Philosophy/Ideology re PE

- what does he think head's view of place/contribution of PE is to school/curriculum ?

- role/links with/influence of SGB in any way ?

- his emphasis "participation" - does he feel he has support/agreement of head ?

- views of rest of dept. ? --> how does dept. "work" ? (meetings every 4 weeks)

--> PE programme content

- adequacy of present programme re NCPE ? does he want / see the need for change ? - dance ? swimming ? OEd ? - (NB use of specialist ?) Importance/place of assessment ? mixed PE ?

--> staffing - adequacy / expertise - training needed ? increasing group sizes - effects on teaching/learning? LEA links / support ?

--> Finance - where does he feel PE stands in relation to other subjects in SMT budget allocations ? PE budget 1991/92 ? how/in what areas does money available effect provision ? Is any particular support needed/likely for NCPE ? LMS - ground maintenance reported as improved- how ?

Community Use - involvement/links ?

-Also clarify - years teaching ? where was he before 22 ?

FEMALE PE TEACHER :

Faculty structure

- views on this ? effects of it ?
she said they were "under pressure to change" - by whom ? how ?
and that they were "resisting" - how ?

--> how dept. "works" - Head of PE's style of leadership ?
meetings ? ?? male/female split in staffing ??

--> PE programme, her underlying philosophy/ideology and
implicit influence of others' :

- where does she see dept. going ? - what does she think
head's view of place/contribution of PE is to
school/curriculum ? her view of adequacy of present programme
re NCPE ? does she want / see the need for change ? - dance ?
swimming ? OEd ? - (NB use of specialist ?) Importance/place
of assessment ? mixed PE ?

--> staffing - adequacy / expertise - training needed ?
(NB dance ?)

increasing group sizes - effects on teaching/learning?

LEA links / support ?

is she looking to leave PE ? if so why ?

HEAD OF FACULTY :

Background ? - home economics ? years teaching and at 22 ?

--> Faculty structure

why did she apply for head of faculty job ? why does she feel
she was successful in the application ? what did she see as
the key issues for the faculty ? in relation to PE
specifically ?

--> her work with the PE dept - what has it involved ?
relationship with head of PE ? did she anticipate resistance
? if so why ? has it been evident ? if so has she overcome it
and if so how ? role/influence/guidance/support of the head
in this ??

Plans/views re NCPE ? - changes anticipated etc ?

(NB. Although planned, the interview with the female PE
teacher was not carried out. Two arrangements were cancelled
by her and it was not possible to then arrange an interview
before the end of the academic year)

22 : 'MAP' PRODUCED FOLLOWING INTERVIEWS :

CONTEXT/CHANGING CONTEXT - INFLUENCE ON CONTENT

- Established PE department
- "traditional" philosophy - and "expertise"

--> games/skill orientated programme

- "caution" re NCPE requirements

--> resistance to curriculum change/development

New headteacher - "making his mark" - concern with curriculum development

--> creation of faculty structure

- desire for curriculum change in PE

- belief in HRF as key feature of "new" PE

--> placing of PE with social education in faculty structure

- appointment of faculty head sharing HRF philosophy and commitment

--> introduction of HRF as component of PE programme; attempted curriculum development away from games/skills emphasis

- lack of communication /feedback head/faculty/PE dept re desired change/support

--> perceived low status and lack of support for PE and dept.

--> negative attitude towards attempted change/development

- NCPE - introduction of dance

- overall -- improved documentation; limited change in content; continued skills/games orientation

Case Study School 29**PROFILE :**

(P1 and P2 questionnaire returns)

??? SDP ? Charging Policy ? Prospectus ?

NB - Part 2 of the questionnaire was completed by previous head of dept. Therefore obviously an issue to pursue is whether (name) shares the previous head of dept.'s views, particularly in terms of the effects of ERA on provision of PE and therefore whether this case still "fits" the "group" I had associated it with. Equally, an important point to bear in mind throughout is the nature of the effect/significance of this change in head of dept. itself - particularly at this point in time. The information detailed below as (P2) is therefore the response of the previous head of dept.

? new head of PE - Years teaching experience ?

Head & head of PE : years at Crestwood ? ?? New head of PE - new to school or internal appointment ?

40 periods in school week; 35 minutes per period

Pupils : 1990/91 : 620 1991/92 : 650+

Staff ???

PE provision :

- offer GCSE PE
- PE compulsory in YR 9 and YR 11

TIME allocated to PE :

1990/91 & 1991/92 :

YR 9 : 4 periods per week
YR 11 : 2 periods per week

(P1) : YR 9 and YR 11 : adequate

(P2) : YR 9 and YR 11 : adequate "is it adequate ? - how much is adequate - we would always like more time"

---> new head of PE's view of "adequacy" ? Timetabling "priorities" ?

STAFFING PE :

In-Curr. : ??? --> ex-curr. staffing ?

-PE SPECIALISTS - NO 2nd SUBJECT - 2
 -PE SPECIALISTS - WITH 2nd SUBJECT - 1
 -PE DEPT. - PART-TIME PE Specialists - 2
 -Others - Deputy Head (1 double lesson); Head of Maths (1 double lesson) ; Community Warden (2 double lessons)

(P1) More than adequate : " NOTE : Many female staff rather than males which causes a few problems regarding timetabling"

1991/2 change in PE staffing :

(P1) : increase : "Going up from 6 to 7 form entry : additional GCSE groups year 10 : more staff on existing lessons giving more flexibility in programme."

---> *input from non-PE teachers ? new head of PE's views re adequacy/expertise ? effects ? adequacy re NCPE ? training ?*
 ---> *head - adequacy/expertise re NCPE ? training ? overall school situation/policies re staffing ? effects of ERA ? effects of new head of PE ?*

---> *??? Head of PE hours In/Ex Curr ? Non-teaching workload ?*

FACILITIES :

On-Site facilities :

---> *??? details - and use - in/ex/c-use ??? Head of PE - views re adequacy ? effects on provision ? ???*

(P1) : inadequate : "small indoor space only. Under DES regulations. But excellent outdoor space."

1990/91 change in use :

(P2) "Bought trampoline : inadequate indoor space. We need another but money"

1991/92 change in use :

(P1) : increase : "Also new Community Warden improving use of facilities."

---> *how ? details ? reasons - effects of ERA ?*

OFF-SITE facility use :

(P2) : (Leisure centre name) - Bowls, golf, squash, swimming;
 (name) Bowling Centre

---> *any changes in use foreseen ? effects of ERA ? funding ?*

---> *head and head of PE: adequacy of facilities re NCPE ?*

FUNDING PE :

(P1) :

Total School Budget 1991/92 : £40,000

PE Budget : 1990/91 : £1800 1991/92 : £2767

Maths : : £3904

Reasons for changes : (P1) : "Increased from 90/91 to 91/92 - additional pupils in school; new GCSE PE group; more use of facilities; more expense for photocopying etc/consumables."

(P2) : PE budget 1990/91 : £1200 1991/92 : 2775

(P2) : adequate

Reasons for changes : (P2) : "Pressure on head, accurate budgeting, need for equipment/updating equipment etc GCSE. HIRE OF EXTERNAL SPACE."

- External Funding - School Association - "We bid into this"

- No charging or Voluntary contributions

---> overall school position - LMS ? Subject allocation basis ? changes foreseen? NCPE support ?

???? Aims and Objectives for PE ???

- Present provision adequate to fulfil aims ? (P2) : "Partly

- we always need to review and develop"

---> new head of PE's views ? NCPE - curriculum change needed ? planned ?

IN-CURRICULAR PE (P2) :

YR 9 Programme :

DANCE : Mixed : 7 weeks
 GYMNASTICS : Mixed : 7 weeks
 GAMES : Mixed : 24 weeks
 ATHLETICS : Mixed : 8 weeks
 SWIMMING : None
 OEd. : None
 HRF : Mixed : 7 weeks

YR 11 Programme :

DANCE : Mixed option : 7 weeks
 GYMNASTICS : None
 GAMES : Mixed option : 14 weeks
 ATHLETICS : Mixed option : 7 weeks
 SWIMMING : Mixed option : 7 weeks
 OEd. : Mixed option : 7 weeks
 HRF : None

- HSE a cross-curricular theme
- PSE a cross-curricular theme

1991/92 change in programme : "I'm leaving - new HOD may change programme"

---> *"history" of mixed PE ? Changes made/foreseen/adequacy - re NCPE ? OEd. -YR 9 ?? future of HRF ?*

- Assessment - YR 9 and 11 : "Dept. use continual dept. evaluation / they complete + staff after each block. Also school "report" that goes to parents".

---> *changes re NCPE ?*

EXTRA-CURRICULAR ACTIVITIES :

- DANCE - None
- GYMNASTICS - None
- GAMES - Girls 11-14, Boys 11-16 Team, Club, Casual
- ATHLETICS - Girls and Boys 11-14 Team, Club, Casual
- SWIMMING - None
- OEd. - None

---> *reasons for activities provided - and to whom -NB girls games only to 14 ? changes foreseen ? reasons ?*

- 1990/91 changes in provision : (P2) "It has been developed continually by myself. also I have given more time to pupils/teams"

- 1991/92 change - (P2) "possibly"

- RESIDENTIAL PE Courses -

YR 9 : (Centre name) ; YR 9 & 11 : Ski trip

- how funded ? : "they buy in but school has fund in case of low earners etc"

---> *changes foreseen ? reasons ?*

"Control" of PE :

-Who determines provision ? (P2) "Gov. ->Head ->HoD ->Dept.

---> *does new head of PE agree ? - relations head / SGB/ SMT / Head of Faculty ? role/influence of these re provision /resourcing of provision/ "place" of PE ? support for NCPE ? Meetings ? - ref. below - agenda ? frequency the same ?*

(P1) Staff representative represents PE on SGB

---> *who ?*

Head of PE represents PE on SMT

(P1) Criteria for judging success of PE dept. :
 "Participation levels, enjoyment, pupils evaluation sheets,
 staff/parent response, dept. evaluations."

Meetings re provision : (P2) :

- PE Department - 2 every month
- Head of Faculty - 1 every month
- Headteacher - 1 each term

EFFECTS OF ERA :

-LMS- (P1) Some impact : "Greater financial flexibility so
 dept. needs can be catered for."

(P2) "Positive - given us more money and flexibility"

---> *how better catered for ??? overall school position ?
 new head of PE - views ?*

-OE- (P1) Some impact : "School bursting at the seams!!"

(P2) "School is bursting at the seams"

---> *reasons ? effects ? future ? new head of PE- views ?*

-NC- (P1) Some impact : "Only slight but finances open to
 keep depts."

(P2) Provoked a lot of thought and dept. development/change

---> *?? timetable effects ? place of PE in NC dev. as a whole
 ? - cross-curr. links ? who involved in development/change ?
 nature of this ?*

-NCPE- (P1) Some impact : "Discussion groups; awareness in
 school; future developments in curriculum, assessment etc."

(P2) As NC

---> *who initiated action ? involved in groups ? how is
 awareness evident - and how achieved ? details of changes
 planned ? support ? training ? new head of PE - views ??*

COMMUNITY USE :

(P1) LEA and BC involved in development

---> *how ? who specifically ? Head of PE/PE dept involved ?*

Community Warden responsible for coordination : member of SGB
 and SMT

(P2) Head of PE involved in C-Use ? "Not a lot. Discussion
 with Community Officer"

Effects on PE (P2) : "Useful to have Comm.Warden teaching
YR11 PE. Hopefully spin-offs."

---> *activities for schoolchildren ? new head of PE involved
? views ?*

29 : KEY ISSUES :**CONTEXT - CHANGING CONTEXT - INFLUENCES ON CONTENT ?**

-Overall School Position - LMS/OE effects ? - NB "bursting at seams"

-Place/Importance of PE in school/curriculum

-View of PE - ie Content -

- Views/Influence Head/SGB/SMT/Head of Faculty/Head of PE/Dept.

-Timetabling - priorities ? NC effects ?

-NC- place of PE ? cross-curr. links ?

-Funding - budget allocation basis/priorities ? NCPE support ?

- Staffing

- school staff? effects of ERA ? OE ? subject priorities ? PE adequacy/expertise/effects - re NCPE ? training ? New Head of PE - effects ? Ex-Curr.support ?

-Facilities

- Adequacy/effects on provision -re NCPE ? NB Indoor space/hire of off-site. C-Use developments - details? reasons ?

-Funding

- school position ? effects of ERA? budget allocation basis & "control" ? NB "flexibility" to meet "dept.needs"/ "pressure on head" / off-site hire / vol.contributions ? / NCPE support?

- PRESENT CONTENT

- Reasons/Rationale/Aims & Objectives for PE ? adequacy of programme ? (NB No OEd. YR 9, No HRF YR 11)

- Ex-Curr - No dance, gym, girls games - only to 14

Change ?? - needed ? planned ? - content / assessment ? seen as possible ? view of NCPE ? support /training?

-Roles/Influence/Relations - Head - SGB - SMT - H of Faculty - New head of PE - Who "determines" provision ? LEA/LA influence/links/support ?

29 : 'MAP' PRODUCED FOLLOWING INITIAL VISIT :

CONTEXT - CHANGING CONTEXT - INFLUENCE ON CONTENT ?

?? Head/School Philosophy ?

? LMS/OE - image concern

--> increased concern school team success

--> "pressure" on new head of dept.

--> introduction of "traditional" team sports to
in-curricular games

--> introduction of some single-sex games

--> development of ex-curr. programme

?? "Traditional" PE dept. philosophy

--> games and skill orientated PE programme (mixed)

New Head of Dept.

- "pressure" from ?head ?SMT for "successful school teams"

--> reinforced games emphasis; change to some
single-sex teaching

? own philosophy ? - "conflict" with "pressure" ?

- "cautious" approach --> ? long-term change

Limited indoor facilities --> reinforced games emphasis

29: INTERVIEW PLANS :

HEADTEACHER :

NB. A "full" agenda is presented below - but it is anticipated that I will only have 30 minutes with (name). The general "position" of the school and her overall "philosophy", and her general views towards PE - as reflected in talking about facilities, staffing and programme content are particularly important and therefore "priorities". To some extent the degree to which each and other issues are pursued will be determined by what appear key issues/aspects when talking to her.

- Years at Crestwood ?

- School position - LMS/OE ? - overall financial position; views re LMS ?

Increasing pupil numbers - natural ? recruiting ? "attracted" ? - school expansion ?

----> FACILITIES - Fields - mobiles "encroaching"

- Indoor space - view - adequacy / effects on PE ? (exam use) (original planned use of local leisure centre)

adequacy re NCPE ? development plans ?

- changing rooms - small

Change in facility use ? - effects of ERA? - Community Use - Community warden - when appointed ? role etc; LEA/LA role/support ?

----> STAFFING - school staff numbers ? appointment policies ? PE - adequacy/expertise ? effects ?

adequacy re NCPE ? male/female imbalance - staffing plans ?

New head of dept - effects ?

----> CONTENT of PE - balance? (little gym/dance; OEd?)

- mixed PE - history ? changes ?

- NCPE - changes foreseen ? involvement in planning implementation ? - assessment ?

--> NC as a whole - PE - cross-curricular ? (Faculty structure - when established ?)

--> Timetabling ? priorities ? (35 min periods) (changing room issue)

----> FINANCE - subject budget allocations/control (ground.maint. savings issue)

- support for NCPE ?

- school-community finance links

- LEA/LA role/support ?

----> Steering Committee - when formed ? meeting frequency ? views/support PE ?

SGB - views re PE; Involvement of SC/SGB in planning for NCPE ?

--> GMS ?

FULL-TIME FEMALE PE TEACHER :

The aims of this interview are essentially

- to gain more of a "historical" view on PE provision and resourcing at 29,
- to obtain a "second opinion" of certain issues surrounding provision,
- to pursue the relationships within and workings of the PE dept itself.

Specifically :

- PE dept --> ? effects on provision
 - male/female balance
 - change in head of department
- "Support" for PE in school
 - ? position of PE in school/curriculum; "focus" of interest ** --> ? effects on provision
 - head (change with change of head ?)
 - deputy head
- Facilities - adequacy / effects
 - previous off-site use ?
 - increasing group sizes ?
- CONTENT -
 - In-Curricular - balance ? mixed/single-sex; dance - being dropped from year 9; outdoor ed. being introduced in year 9
 - > NCPE ? views ? ; changes ?
 - Ex-Curricular - outline, staffing etc.
 - > community-use links ?
 - > C-Use/PE dept. relationship ?

** note some conflict in previous meetings - head of PE reporting "pressure" for team games success, but this not featuring in interview with headteacher. ? Deputy head significant ?

29 : 'MAP' PRODUCED FOLLOWING INTERVIEWS

CONTEXT - CHANGING CONTEXT - INFLUENCE ON CONTENT ?

- Limited indoor PE facilities
- games emphasis in PE programme
- "traditional" PE programme & approach - games/skill orientated

- PE dept
 - "established" staff --> resistance to change in teaching styles/emphasis
 - new head of dept - cautious and "conservative" approach to change/development
 - perceived "pressure" for successful teams
 - > reinforced games/skill orientation
 - > development of traditional team sports

- NCPE - introduction of Outdoor Ed.

- overall -- little change in content, emphasis or teaching styles

- ?? Head/School - Community philosophy

Case Study School 39**PROFILE :**

(NB Part 2 questionnaire response only, all information therefore coming from head of PE)

? *School Development Plan ? Charging Policy document ?*
 ? *Prospectus ?*

HEAD OF PHYSICAL EDUCATION

- 20 years teaching experience

---> *head & head of PE - Years at 39 ?*

40 periods in school week.

35 minutes per period.

?? *no pupils 1989/90, 1990/91, 1991/92 ?*

?? *staff " " "*

PE provision :

- PE compulsory YR 9 and YR 11
- offer GCSE PE

TIME allocated to PE :

1989/90, 1990/91, 1991/92 :

-YR 9 - 2 periods for all pupils; 2 further periods for pupils not taking GERMAN option

-YR 11 - 2 periods for all pupils

- YR 9 : Inadequate
- YR 11: Adequate

---> *how long has YR 9 arrangement re GERMAN existed ? Who introduced this ? any changes foreseen ?*
YR 9 inadequacy - in what respect - effects on provision ? what would be "adequate" ?

---> *head - view on time for PE ? timetabling priorities ? "Status" of PE in school ? Why the link language - PE time ? any changes foreseen - NCPE ?*

STAFFING PE :

- inadequate - "In a school of 420+ with adequate provision for PE and GCSE option 3 full time staff are required : 96 lessons divided by 32 teaching = 3"

- PE SPECIALISTS with 2nd SUBJECT : 2 (In & Ex-C)
- PE SPECIALISTS TEACHING PE as 2nd SUBJECT : 1 (In-C)
- NON-PE TEACHERS : 2 In-C, 4 Ex-C

---> "expertise" available ? role/contribution of non-PE teachers ? effects on provision ? adequacy re NCPE ? - training needs ? changes foreseen ? - school staffing situation ? effects of ERA ?

---> head - view of PE staffing ? overall school situation/policies re appointments ? effects of ERA ?

- Head of PE hours teaching :

1989/90 : In-C - 17 ; Ex-C - 19 ; 2nd S - 4
1990/91 : - 17; - 19; - 4

---> 1991/92 hours ?

- Non-teaching workload - increased "More paperwork - personal profiles, National Curriculum, LMS, Budgeting Development Plans etc."

---> effects on provision ?

FACILITIES :

- IN-C, EX-C and C-USE of GYMNASIUM, SCHOOL HALL, PLAYING FIELDS, HARD-COURT AREA, SWIMMING POOL.
(NO SPORTS HALL)

- no use of off-site facilities

- adequate - "Lack of easy access to leisure centre, lack of sports hall, lack of all-weather sports"

---> effects on provision ? any changes foreseen ? effects of ERA ? effects in terms of NCPE programme ?

---> head - view of facilities ?

FUNDING PE :

- PE budget : 1989/90, 1990/91, 1991/92 : £650

- "inadequate" - areas needing additional funding : "All areas if PE is to develop"

---> effects on provision ? in terms of NCPE provision ? changes foreseen ? effects of ERA ? NCPE support ?

---> head - school position - LMS effects ? - school budget 1989/90, 1990/91, 1991/92 ? basis for subject allocations ? "priorities" ? - NC / NCPE support ? view of PE budget ?

- External Funding :

- Sponsorship - 1989/90 £100 1990/91 £100 ; Sale of Assets (Canoes) - 1990/91 £200; Fundraising - 1989/90 £100 1990/91 £200; Voluntary contributions - Ex-C - transport & refreshments, 25p match fee

---> *source of sponsorship ? Why sale of canoes ? Importance and use of external funding income ? 1991/92 external funding?*

PE PROVISION :

- Aims and Objectives for PE :

"Development of, + achievement thro', body movement, motor ability physical capacity, physique, personality, sporting attitudes + socialisation, acquisition of skills, enjoyment & satisfaction, education for leisure."

- present provision regarded as adequate to fulfil these aims and objectives

IN-CURRICULAR PE :

- Year 9 programme -

DANCE	: None
GYMNASTICS	: None
GAMES	: Mixed
ATHLETICS	: Mixed
SWIMMING	: Mixed
OEd.	: None
HRF	: Mixed

- Year 11 programme -

DANCE	: None
GYMNASTICS	: Mixed
GAMES	: Mixed
ATHLETICS	: Mixed
SWIMMING	: Mixed
OEd.	: None
HRF	: None

- HSE and PSE NOT cross-curricular themes

---> *programme details - weeks allocated etc, reasons for areas included/omitted ? all activities mixed ? when was mixed PE introduced ? by whom ? adequacy of programme in relation to NCPE ? view of NCPE ? - changes foreseen / regarded as necessary ? ? assessment ?*

---> *head - view of programme ? adequacy re NCPE ? changes foreseen/ regarded as necessary ? criteria by which he judges success of PE dept. ?*

EXTRA-CURRICULAR PE :

DANCE : None

GYMNASTICS : None

GAMES : Girls and Boys 11-16, Team, Club and Casual

ATHLETICS : Girls and Boys 11-16, Team and Casual

SWIMMING : Girls and Boys 11-16, Team and Casual

OEd. : Residential only

RESIDENTIAL COURSES :

Ski Trip : Girls and Boys 12-16

LEA activity centre : Girls and Boys 14-15

YR 7 activities : Girls and Boys 11-12

All funded by parents/pupils

---> reasons underlying activities/courses provided/omitted ?
any changes foreseen ? effects of ERA ?

"Control" of PE :

- Who determines present provision - "Headmaster and PE staff"

- Meetings re provision - Department - 6 a year;
Headmaster - Termly

---> agenda of these ? role/influence/links with SMT ? SGB ?
Who represents PE on SMT, SGB ? effects of ERA on
attitudes/influence ?

---> head - attitudes towards PE ? place/importance in
curriculum and content ? attitudes/influence of SGB/SMT ?

EFFECTS OF ERA :

-LMS- "Negative. Limiting Resources - Underfunding !!"

-OE- "Positive. Head & Governors realise PE and sport as a
selling point."

-NC- "Negative. (1) Less Time available to PE in curriculum.
(2) PE low on "pecking order". "

-NCPE- "Negative. Creating unnecessary stress. Excess
paperwork."

--->

LMS - Effects of underfunding ? School position in terms of
LMS ? position of PE in terms of allocations ?

OE - How are head's/governors' attitudes evident ? effects
? - why then is PE "underfunded" and "low on pecking order" ?

NC - PE time reduced ? or timetable "pressure" ? effects ?
 how low status of PE evident ? effects ?
 NCPE - what underlies negative view ?

---> head - views on effects of ERA with respect to whole
 school and perceived effects on PE ? OE - "attraction" of PE
 ? LMS/NC - subject "priorities" - finance / timetabling ?

COMMUNITY USE :

- Includes sport/recreation activities for schoolchildren -
 Judo, Yoga, Badminton and tennis clubs.
- Head of PE not involved in programme.
- Effects of C-Use on PE and sport in school : "Positive -
 opportunities for pupils and ex-pupils, Negative - wear and
 tear, cleaning problems."

---> who "controls" / organises this ? are they on SGB ? SMT
 ? why no involvement from head of PE ?

---> head - involvement of other agencies in development of
 this ?

39 : KEY ISSUES :

(NB lack of any information from headteacher - his attitudes towards PE and the effects of ERA on the school and PE specifically are therefore underlying issues to pursue throughout)

SCHOOL CONTEXT ? CHANGES ? INFLUENCES ON CONTENT ?

- Overall school position - LMS/OE effects ?
- Place and importance of PE & sport in school / curriculum ?

View of PE and sport (ie content) ?
(PE "underfunded" & "low on pecking order")

- Views/Influence - Head ? SMT ? SGB ? Head of PE, PE dept.? others ? LEA ?
- TIME for PE - German issue - effects?
- NC - ? loss of PE time ? timetabling priorities ? "place" of PE in implementation ? cross-curr. links ?

FUNDING - basis for budget allocations ? effects of LMS ? NC ? "priorities" ? NCPE support ?

OE - "Marketing" PE/facilities ? effects ?

- Staffing
- overall school position/policies ? - effects of ERA ? adequacy ? expertise ? NB non-PE staff input - effects on provision ? NCPE - training ?
- Facilities
- LMS/OE effects ? Effects on PE provision ? Adequacy - NCPE ?
- Finance
- School position ? effects of ERA ? Budget allocation basis ? - who involved ? Effects on PE provision ? NCPE support ? Use of external funding income ? sponsorship source ?

- PRESENT CONTENT
- reasons ? rationale ? (NB NO dance, OEd, HRF, No gym in YR 9 , Mixed PE - how long ? , Assessment ?)

- change seen as needed ? planned ? seen as possible ?

-C-Use - who involved ? - in development, organisation and management ? Why head of PE not involved ?

- Relationships/Roles ?? - Head - SGB - SMT - Others ? - LEA links / influence / support - LMS/NC/NCPE ? (NB Head of PE

termly meetings with head, 6 dept. meetings per year.)

39 : 'MAP' PRODUCED FOLLOWING INITIAL VISIT :

CONTEXT - CHANGING CONTEXT - INFLUENCES ON CONTENT

Small School

Rural location

- ? limit to effects of LMS/OE

---> staffing - Small PE dept

- age/length of teaching experience (particularly
in one school)

- "restricted" expertise; "traditional" philosophy

--> Games emphasis ?skill orientated ?

reluctance/inability to change

--> continued games emphasis

School / HEAD's philosophy

- achievement - performance

- PE as "sport"-

- "dominance" of head

- apparent acceptance of /agreement with head's authority and
philosophy by PE dept.

---> support (staff/finance) for ex-curr.; high
profile ex-cur.prgm. ; team orientated

---> lack of support (time/space) in-curr.; lower
profile in-c. prgm.; games orientated

39 : INTERVIEW PLANS :

(ref. profile, initial visit report and prospectus)

HEADTEACHER :

LMS

- Does the size of the school effectively limit its "effects"? He described his and the SGB's approach as "cautious" - in what respects? What are they doing with the "surplus" from the first two years?

What is his long-term view of LMS? (?? GMS considered?)

---> Subject funding - how are allocations decided? He said that in the case of eg travel for PE he would "find the money" - how?

---> described the SGB as "active and supportive" - of him as a head generally or particular support for PE in any way?

---> Staffing - clarify position of school / basis for appointments?

---> PE - does he feel present programme is restricted by current staffing? age of PE staff? how can he / is he looking to help that situation? (appointments to other subject areas - what is he looking for in terms of "help for PE" - NB maths appointment - football)

--> content - balanced? - gymnastics? dance? (aerobics 5th year option); PE - Games distinction?
Aims & Ob - agreement with PE staff?
changes re NCPE?

Ex-C - who does it cater for?

NC as a whole - effects in the school? - PE profile in this - cross-curricular work?

- timetabling? - how arranged? why PE/German? - when introduced? does he see this as having any effect on PE? (image/status/options/attitudes??) PE - single/double lessons?

-space - his reactions :exams - increasing - issue for PE?
GCSE room?

HEAD OF PE AND FEMALE PE TEACHER

NC - described this as "increasing accountability" - to whom? how? (lesson book - all subjects?)

- timetabling effect? - how is timetabling arranged? - time and space? (GCSE room /exams) (where do they stand in terms

of being able to 'put their case') Is increasing exams a concern ? - effects on programme ?

PE - single/double lessons ?

PE - German - thoughts re fulfilling NCPE ?

PE - staffing - expressed desire for someone young - what do they see as the advantages of this / potential effects on the programme ? How could appointments in other subject areas help ? (what are they looking for ?) How do they see their own position ? - need/desire for training ? - Sue - intention to move out of PE - to what ? Roger ?

- content - balance ? - gymnastics ? dance ? PE - Games distinction ? Described problem of mixed PE in terms of "not getting through the same content" - in what ways (??performance standards/ understanding ?)

Aims & Objectives - agreement with head ?

-NCPE - changes ? - said year 7 focus - specific plans ?

-EX-C - who does it cater for ?

- finance - subject allocation - adequacy and planning of spending *

---> support for /status of PE - ref. to timetabling, staffing, NCPE developments - do they feel they have heads' support ? - for subject ? personal development ? SGB ? LEA Inspectors ?

OE - Sue mentioned has meant an increasing number of children "with problems" - what problems ? what issues do these raise for PE ?

* point raised in interview with headteacher 24/6/92

39 : 'MAP' PRODUCED FOLLOWING INTERVIEWS :

CONTEXT - CHANGING CONTEXT - INFLUENCES ON CONTENT

Small Rural School

--> Small PE dept

--> "restricted" expertise (games bias)
 "traditional" philosophy

--> Games/ skill emphasis

Perceived inability to instigate curriculum development

--> little change in content, emphasis or teaching styles

School / HEAD's philosophy - achievement - performance orientated

--> support (staff/finance) for ex-curr.; high profile ex-cur.prgm.; team orientated

--> limited support (time/space) in-curr.; lower profile in-c. prgm.; games orientated

LMS/OE - reinforced achievement orientation

NC - reinforced timetable "pressure"

--> excentuation of existing bias of ex-c/in-C support and games/skills orientation

Case Study School 50**PROFILE :**

??? SDP ? Charging Policy ? Prospectus ?

HEAD OF PHYSICAL EDUCATION

- 12 years teaching experience

---> head and head of PE : years at 50?

20 periods in school week; 70 minutes per period

Pupils : 1989/90 : 1234; 1990/91 : 1200; 1991/92 : 1230

PE provision :

- offer GCSE PE
- PE compulsory in YR 9 and YR 11

Staff ?????

TIME for PE

1989/90 : YR 9 : 4 periods per week; YR 11 : 2

1990/91 & 91/92 : YR 9 : 4; YR 11 "varies"

(P2) : reasons for change : "Due to pressures of National Curriculum."

(P1) YR 9 and YR 11 : adequate

(P2) YR 9 : adequate; YR 11 : inadequate

---> explain "varies" ?? details - effects of NC; timetabling priorities ? effects on provision ? re NCPE ?

STAFFING PE :

(P2) : - PE SPECIALISTS NO 2nd SUBJECT : 7 (In- & Ex-C)

- NON-PE TEACHERS : 3 (Ex-C)

(P1) : adequate

(P2) : inadequate : "We are losing a member of staff this year, she is not being replaced. There is a definite need for this teacher"

1990/91 changes in staffing :

(P2) : "staff has been cut back in the upper school"

1991/92 change in staffing

(P1) : Decrease : "Reduction in optional year 10/11"

programme. Students take 2 or more modules 12 weeks of 2 periods"

---> *effects on provision ? adequacy/expertise re NCPE ? training?*

head - adequacy/expertise ? re NCPE ? training ?

(P2) Head of PE - HOURS :

- 1989/90; 90/91 & 91/92 : In-C: 19; Ex-C: 7; 2nd S: 0
- 1 hour per week ex-curr. contracted

(P2) - NON-TEACHING WORKLOAD - increased - "Tutor work has increased. Profiling work and justifying subject within curriculum".

---> *what involved in "justifying" ? - NC ? effects ?*

FACILITIES :

In-C, Ex-C and C-Use of : GYMNASIUM, SPORTS HALL, PLAYING FIELDS, HARD-COURT AREA, SWIMMING POOL, WEIGHT-TRAINING AREA.

Use OFF-site : (name) Recreation Centre, (name) Ice-Rink

(P1) "more than adequate"

(P2) "more than adequate" : "Good range + easy access to local sports centre with squash courts and ice-rink"

---> *any effects of ERA on use ?*

FUNDING for PE :

(P1):

School Budget : 1989/90: £70789; 1990/91: £69759; 1991/92 £88666

PE Budget :£4000; £3100; £2400

Geography :£2000; £2500; £3100

Maths :£4000; £3600; £5000

---> *reasons for changes ???*

(P2) PE budget : £4000 3200 3300 (including Outdoor Education)

(P2) : "inadequate" ; additional funding required : "Gymnastic equipment, tennis and generally all-round"

(P2) - External Funding -

Fundraising 1989/90 £200 "However we now believe it is not our job to raise extra money and also unfair to ask parents to contribute"

Voluntary Contributions - In-C PE - travel

Aims and Objectives for PE -

(P2) - Present programme adequate to fulfil aims

IN-CURRICULAR PE (P2) :

- YR 9 programme :

DANCE : mixed - 6 weeks
 GYMNASTICS : mixed - 6 weeks
 GAMES : mixed - 6 weeks
 ATHLETICS : girls & boys separate - 6 weeks
 SWIMMING : mixed - 6 weeks
 OEd. : None
 HRF : mixed - 6 weeks

-YR 11 programme :

DANCE : None
 GYMNASTICS : mixed
 GAMES : mixed
 ATHLETICS : mixed
 SWIMMING : mixed
 OEd. : mixed
 HRF : mixed

- HSE a cross-curricular theme
 - PSE a cross-curricular theme

- assessment - YR 9 and YR 11 : "summative"

1990/91 changes in programme :

(P2) "National Curriculum - some changes have been for the better ie. 10 (a) and (b) above" (cross-curr. themes)
 ---> *development initiated by who ? who involved ? how expressed in terms of actual provision ?*

---> *"history" of mixed PE; YR 11 - options ??, changes foreseen/planned/re NCPE ? - OEd. YR 9 ? assessment - details ? changes re NCPE ?*

EXTRA-CURRICULAR ACTIVITIES (P2):

DANCE : Girls 11-16 - Club, casual
 GYMNASTICS : Girls and Boys - 11-16 Club, casual
 GAMES : Girls and Boys - Team, Club
 ATHLETICS : Girls and Boys 11-15 - Team and Club
 SWIMMING : Girls and Boys 11-14 - club and casual
 OEd. : None

---> *reasons/rationale for activities, type of activity and for whom ? - NB Why DANCE girls only ? Why no casual games / athletics ? Why athletics - 15 ? swimming - 14 ?*

- RESIDENTIAL PE courses -

YR 9 : LEA Activity Centre- watersports, mixed activities
(parents pay) ; Wales- LEA Centre (LEA subsidised)

"Control" of PE :

(P1) - Head represents PE on SGB
- Head of Faculty (Creative and Physical Arts) represents PE
on SMT

(P1) Criteria for judging success of PE dept. "Participation
level, competition success, profile feedback"

(P2) - Meetings - PE Dept. - Weekly; Head of Faculty - "when
need arises, average once a month; Head - "when need arises,
average once every two months; Head of Adult Ed - once a term

*(P2) ??? Who "determines" provision ? meeting agendas ? -
what is seen as "need" ? Role/relations - SGB ? Head? SMT ?
Head of Faculty ?*

EFFECTS OF ERA :

-LMS- (P1) No Impact

(P2) "We are losing a member of staff this year even though
our numbers are going up. The class ratio for year 7 will be
1:30. We are not happy !!

*---> School staffing situation ? subject priorities ? who
involved in decision ? effects of increased staff-pupil ratio
on provision ? effects of staff loss re NCPE ?*

-OE- (P1) No Impact

-NC- (P1) Some Impact

-NCPE- (P1) Some Impact : "The PE programme is well placed to
embrace the NC"

(P2) : "If dance is made compulsory, it may mean INSET for
some members of the dept. (We have a dance specialist at the
moment) PE may be squeezed out in the upper school. Outdoor
Education in Key Stage 3 is unrealistic"

*---> position of PE in NC as a whole ? cross-curr. links ?
timetabling priorities ?*

*---> effects of loss of member of staff on provision ? and
NCPE?*

COMMUNITY USE :

(P1) (District Council name) Leisure Services and Regional Sports Council involved in development

---> nature of involvement ? development initiated/directed by who? head of PE involved ?

(P2) Activities for schoolchildren - football practices - team players; badminton - club members

(P1) Headteacher coordinates C-Use

(P2) Head of PE not involved in programme

(P2) Effects on PE - "Adult education provide some money for equipment. Equipment and facilities are not always looked after properly causing loss of staff time and cost of repairs."

---> head of PE - why no involvement in C-Use ? changes in this ? effects of ERA ?

50 : KEY ISSUES :

CONTEXT - CHANGING CONTEXT - INFLUENCES ON CONTENT ?

Overall position of School - effects LMS/OE ? increasing role ? staff numbers ? (upper school cut-back) policies re appointments ? NC - timetabling ?

Place/Importance of PE in school/curriculum -

- time - NC - YR 10/11 PE - timetabling priorities? effects ? re NCPE ? Time spent "justifying PE" - to whom ? how ? effects ? cross-curr. work ?

- staffing - loss of female member of staff - related to cut in YR 10/11 programme - effects on whole programme ? - dept adequacy / expertise ? -re NCPE ? dance ? Increasing staff-pupil ratio - OE ? effects ?

- funding - subject priorities ? - PE budget decrease 4000 -> 3300 ? effects? NCPE support ? Equipment needs ?- effects ?

- facilities - ERA effects ? - ON / OFF-site ? C-Use ?, District Council & Reg. Sp.C. roles ? Head of PE - why not involved ?

-CONTENT - NC - changes - cross-curricular themes - HSE, PSE - how developed ? by who ? effects in terms of provision ? mixed PE - history ? YR 11 - option programme ?

? changes? - NCPE ? - aims & objectives ? Content ? - Dance / OEd ? ("unrealistic" - why ?)/ future of HRF ? Assessment ?

Ex-Curr. - why dance girls only ? games/athletics no casual ?
swimming 11-14 ?

Roles/Influence/Relations - Head (competitive success ??)?
SGB ? SMT ? Head of Faculty ? Adult Ed ?

50 : 'MAP' PRODUCED FOLLOWING INITIAL VISIT

- School/Head's philosophy
- academic achievement emphasis
 - > PE low priority
- Good PE facilities
 - > good range of activities in PE curriculum
- LMS/OE --> "image" concern
 - > reinforced academic achievement emphasis concern with "appearance" of PE facilities
- NC --> timetable "pressure" - "squeeze" on PE
 - > limited PE programme in KS 4
- "Unstable" PE dept.
- "traditional" approach
- "disillusioned" head of PE (low subject and dept. status, no support for development)
 - > little change in curriculum content or teaching styles

50 : INTERVIEW PLANS :

(Ref. profile, IV rep., SDP, Prospectus, Faculty Dev.Plan)

HEADTEACHER :

- Years at Brune Park ?
- LMS - STAFFING - School staff nos ?
- PE - female left - not replaced - why? - new appointment ? - adequacy / expertise - male bias ?
- adequacy re NCPE ? training ?
- "communication" with dept. - via faculty ? role of 3 deputies?
- > OE - class sizes ?
- (SDP - priority decrease staffing; increase class size)
- > Facility use - LMS/OE effects ?
 - Community-Use - Action-sport dev.officer; grounds maintenance ?; developments/improvements ? (LEA / LA role/support ??)
- > Finance - SGB "dilemma" (prospectus) - cosmetic look /working environment /quality of education /implementation of curriculum --> PE situation ?
- (SDP (PR section) - "school image is very important")
- NCPE support ? (SDP enhancement "dependent on POS")
- > SGB views PE ? SDP - communication & departmental links - PE ? (Finance, Curriculum & Marketing/Personnel panels)
- > CONTENT of PE - balance ?
- OEd - gone from upper sch.; KS 3 ? - NCPE ?
- Dance? -NCPE ? - staffing ? PE-Dance "relationship" ?
- assessment ? - ROA
- cross-curricular developments ?
- equal opportunities - (prospectus) staff working party - PE input / application ?
- links to community programme ?
- > NC - prospectus : "working very well"
- timetable - Upper school PE time - adequacy? NCPE? - implications PE staff ? - structure of day (60 min lessons, no lunch-hour - effects on PE ?
- LEA links/support ?

HEAD OF PHYSICAL EDUCATION :

- Where was he before ?

- STAFFING - New Appointment - "found job difficult - how ? why ? New person Sept.- input ?
- > adequacy/expertise - male bias ? 1 female PE teacher moving away from PE ?
- increased class sizes ? effects ?
- > CONTENT - balance ? - NCPE ? - dance -staffing?, (PE-dance "relationship") future of HRF ? OEd - KS3?
- NCPE preparation ? - (Faculty Dev Plan - "Consistent approach of teachers in dept. to schemes of work and curriculum as a whole"; PE policy document; Commitment to OEd.) INSET ?
- cross-curricular work ?
- assessment ?
- > funding - adequate ? equipment needs/ maintenance/repair ? grounds maintenance ?
- (SDP - improved dance facilities, HRF eqpment)
- other facility developments ? - Comm.Use ? - NCPE support ?
- > time - Upper school PE allocation clarify - 2 or 1 block of 12 weeks ? PE staffing implications ? - links with community programme ? - restructured day - effects ?
- > SGB - views/support re PE ? - "dilemma" cosmetic look/working environment / quality of education / implementing curriculum
- links/communication ?
- > head/SMT - views/support ? - "they want standards"; "lack of encouragement"
- head of faculty ?
- LEA ?

(No revision was made to the initial 'map' produced)

Case Study School 52**PROFILE :**

HEAD OF PHYSICAL EDUCATION :

- 20 years teaching experience

---> *head and head of PE - years at 52 ?*

Full time staff : 1990/91 : 41 ; 1991/2 : 39

Part time staff : 3 3

Pupils : 674 700

---> *LMS/OE effect ? NB less staff more pupils*

25 periods in school week

60 mins per period

PE provision :

- offer GCSE PE

- PE compulsory in YR 9 and YR 11

TIME allocated to PE :

1989/90, 1990/91, 1991/92 :

- YR 9 - 2 periods per week

- YR 11 - 1.5 periods per week

(P1) : adequate

(P2) : adequate

-Change in time - (P2) "Change from min. periods to 1 hour periods"

---> *increase or decrease ? reasons for change ? NC ? effects on PE ?*

STAFFING PE :

- PE SPECIALISTS - NO 2ND SUBJECT : 1 (In-C & Ex-C)

- PE SPECIALISTS WITH 2ND SUBJECT : 2 (In-C & Ex-C)

- PE SPECIALISTS TEACHING PE AS 2ND SUBJECT : 1 (In-C)

- NON-PE TEACHERS : 9 (In-C) 2 (Ex-C)

(P1) adequate

(P2) inadequate - "Too much use made of non-specialists in games"

---> *effects of non-specialist input ? "expertise"/adequacy*

re NCPE ? - training needs ? school staffing situation ? - effects of ERA ?

head : expertise/adequacy re NCPE ? changes foreseen ? school staffing situation ? effects of ERA ?

- Head of PE Hours :

In-C PE	:	1989/90	:	17	;	1990/91	:	17	
Ex-C PE	:	7.5				7.5			
2nd Subject:		2.5				2.5	1991/92	:	0

-Non-teaching workload increased- "Contracted meetings, more free periods lost, increased administration due to need to improve facilities and programme, increase in such admin as profiling, budgeting, marketing etc"

---> 1991/92 hours IN-C PE and EX-C PE ? Reasons for no 2nd subject teaching ? effects of ERA ? nature of improvements needed to facilities and programme ? effects of ERA ? effects on provision ? details of/reasons for/effects of "marketing"

FACILITIES :

- In- and Ex-C use of GYMNASIUM, PLAYING FIELDS, HARD COURT AREA, WEIGHT TRAINING AREA. In-C use of SWIMMING POOL. (No SPORTS HALL).

- Use OFF-Site facilities :

Sports Centre - Badminton (In-C and Ex-C PE)
Sailing Centre (In-C and Ex-C PE)

(P1) - adequate - "Two gyms, good size field - rugby, soccer, pitches, cricket (artificial pitch), athletics track + field event facilities (pits etc), tennis courts, indoor swimming pool, multigym. Close proximity of (name) Centre for Hockey (Artificial pitch)."

(P2) - inadequate - "Lack of on-site hockey facility. Inadequate field facilities, decreased quality of maintenance and repair of indoor, outdoor facilities"

Change in use :

(P1) : 1991/92 : On-Site - Increase in use - reason - "(name) Centre becoming more expensive".
Off-site - Decrease - as above

(P2) : 1990/91 : Off-site - "Less use made of Sports Centre - financial, lack of timetabled time"

---> effects of ERA ? effects of use changes on provision ? nature of/ reasons for/ effects of maintenance problems

*(county/private contract?) ? adequacy/effects re NCPE ?
head - effects of ERA? adequacy/effects re NCPE ? maintenance
?*

FUNDING PE :

Subject budgets : 1990/91, 1991/92 :

Physical Education : £1540 ; £2350 (P2) : 1989/90 : £1800
Geography : £1240 ; £2624
Mathematics : £2360 ; £3888

(P2) - inadequate - Areas in need of additional funding : "To
replace damaged expensive equipment and replace with more
suitable high-tech."

---> *what equipment ?*

Reasons for changes :

(P1) : " a move from pure formula funding (pupil contact
ratio) to a mixed approach including bids for basic
housekeeping and growth requests"

(P2) : " Decrease in school role - but improvement 91/92
(formula funded) "

---> *budget changes foreseen/needs ? - NCPE support ?
head - school position - LMS ? Basis for subject allocations
? PE budget changes foreseen ? - NCPE support ?*

External Funding :

Fundraising : Sponsored activities (1989/90 : £1200); Selling
redundant equipment (1990/91 : £600)
Voluntary Contributions -In-C PE : Travel, Leisure Activities
at cost - YR 11, Transport - Sailing course
-Ex-C PE : Hire of facilities
Charges : Ex-C PE : Multigym Use

---> *importance of external funding?*

IN-CURRICULAR PE :

YR 9 :

DANCE	: None
GYMNASTICS	: yes
GAMES	: yes
ATHLETICS	: yes
SWIMMING	: yes
OEd.	: None
HRF	: None

YR 11 :

DANCE : None
 GYMNASTICS : None
 GAMES : Yes
 ATHLETICS : None
 SWIMMING : Yes
 OEd. : None
 HRF : None

- HSE not a cross-curricular theme
- PSE a cross-curricular theme

-Change in programme 1991/92 - (P2) - "Year 11 will be HRF tested to compare with 1990/91 results and draw conclusions"

-Assessment- (P2) : YR 9 : "Completion of profiles with self-assessment in wide range of headings"

YR 11 : "Report slip indicating options taken"

---> *Head of PE : details of programme - weeks allocated to different areas ? reasons underlying areas included/omitted/emphasis ? ??HRF testing but no HRF in programme ? adequacy re NCPE ? - changes foreseen/ seen as necessary ? view of NCPE ? assessment ?*

Head : view of present provision ? adequacy re NCPE ? changes foreseen / seen as necessary ?

EXTRA-CURRICULAR ACTIVITIES :

DANCE : None
 GYMNASTICS : None
 GAMES : 12-16 Team and club
 ATHLETICS : 12-16 Team and club
 SWIMMING : None
 OEd. : None

No residential PE courses

-Changes in programme 1990/91 - (P2) Yes - "Reduced amount of teacher help"

---> *reasons underlying activities included/omitted ? reasons for reduced help ? effects of ERA ? effect of reduced help on actual provision ? changes foreseen ?*

Aims and Objectives for PE :

(P2) : "To offer a broad programme of activities to a sufficient depth in order that pupils may wish to continue elsewhere in sports of their choice. Also, develop positive feelings towards health and exercise for post school

continuity"

- present programme regarded as adequate to fulfil these aims.

(P1) : Criteria for assessing success of PE dept. :
 "Exam results (PE - GCSE), option take-up (PE-GCSE).
 Membership of teams - results of teams. Appeal of sporting facilities to possible new entrants. Care of PE environment. Reported job satisfaction by PE staff. Widening range of opportunities i.e. weightlifting/trampolining/bowling etc."

"Control" of PE :

(P1) - PE representation on SGB
 : headteacher and staff governor ---> who ?
 - on SMT : headteacher

(P2) - Who determines provision of PE and sport ? :
 "HM/Governors"

- Meetings re provision - Dept. : "Irregular and ad hoc";
 Head of Faculty : "Monthly and ad hoc"; Headteacher :
 "Fortnightly routine matters + occasional more involved "

---> How do HM/Governors determine provision ? Views of HM/SGB re PE ? what Faculty ? role/influence of head of faculty ? SMT ? agenda of meetings ? change in attitudes/influence with ERA ? effects ? Views re NCPE ?

EFFECTS OF ERA ON PE :

-LMS-(P1) : No impact

(P2) : "Improved control of dept. spending power + care of repair of facilities - Less reliance on county. More flexibility in spending."

---> LMS effect on school ? - and PE subject budget - NB facility use changes ? "position" of PE in allocations ?

-OE- (P1) No impact

(P2) "More pupils choosing school for its sport - therefore more motivated towards the subject"

---> effects of increasing role ? school policy to increase role ? who is more motivated towards PE ? how expressed ? effects ?

-NC- (P1) No impact

(P2) "Very little yet - although fairly abreast of developments"

---> *in what respects ? any cross-curricular input of PE ?*

-NCPE-(P1) Some impact

(P2) Anxiety over increased testing and recording at expense of teaching and activity."

---> *curriculum change seen as needed ? view of NCPE in terms of content ? anticipated effects ? anticipated assessment involved ?*

COMMUNITY USE :

(P1) - Involvement of others : "Local Sports Club Use facilities increasing"

- Co-ordinator of use : "Secretary in school office"

(P2) - Includes sport/recreation activities for school children - club and team football, school and club hire of swimming pool, no casual participants.

- head of PE not involved in provision

- effects of C-Use on PE - "Very little apart from cost-effective use of swimming pool".

---> *reasons for increased use ? effect of ERA ? why head of PE not involved ?*

ref. DRAFT SCHOOL DEVELOPMENT PLAN :

Key issues / areas addressed :

- moving from 12 -> 11+ transfer Sept. 1992. Inset provision specified for liaison with primary feeders.

---> *effects on school and PE ? PE inset ?*

- Curriculum Development : Performing / Expressive Arts Faculty - Investigation of core course through KS 4 - certificated ?

Staffing - less use of (peripatetic) PE staff.

Improvement in gymnasium accommodation; full use of multigym and pool.

---> *happened ? rationale ? who involved in decisions/planning ? effects ?*

- Special Needs - Pupils with physical difficulties, gifted pupils (D of E scheme specified) , differentiation.

---> *involvement of / effects on PE ?*

- ROAs

- Curriculum Mapping - inset

- Learning Styles and class management - inset & senior staff support.

---> *involvement / support for of PE staff ?*

- Review of Faculty System - consideration of statue of Head of Performing Arts Faculty.

---> *decision, effects ?*

- Public Relations and the Community - Adult Ed./ evening classes, "marketing".

---> *effects on PE - facility use ? role of PE in "marketing" ? effects ?*

52 : KEY ISSUES :

CONTEXT - CHANGE IN CONTEXT - INFLUENCES ON CONTENT ??

- Overall School Position - effects LMS/OE/NC - NB change in transfer age; ? change in period length ? ; staffing - less staff more pupils ?

- Place/Importance of PE and sport in school / curriculum
- View of PE & Sport (ie content)

timetabling - PE time in YR 11; budgeting - subject priorities ? ; NC - PE input ? support ? effects ?
SDP - Curriculum Development Issues - KS 4 course
?, Special needs, ROAs, Curriculum mapping,
learning styles/class management,
Faculty review - PE input/support ? effects ?
OE - Marketing ? involvement/effects on PE ?

- Staffing

- views - adequacy/expertise - NB non-specialist input, effects on provision ? adequacy re NCPE ? SDP -proposed staff changes - happened ? effects on provision ?
Ex-Curr. help decreased - reasons ? effects ?

- Facilities

- On/Off-site changes in use - LMS ? effects on provision, effects/adequacy re NCPE ?

- Finance

- Subject priorities ? who involved in decisions/ control of budgets? Equipment funding / needs effects on provision, importance/use/effects of external funding ?

- Present Content

- DETAILS ? reasons, rationale ? NB No dance, OEd, HRF. YR 11
- Games & Swimming only. Assessment - HRF testing ? concerns re NCPE ?

Views - adequacy ? change seen as needed ? planned ? - NCPE ? training ?

- C-Use - why head of PE not involved ? increasing ? -effects of ERA ?

-Relationships / Roles : Head - SGB (Staff governor rep. PE?) - SMT (Who ?) - Faculty - Head of PE - PE dept ?
LEA - Link/Influence/Support - LMS, NC, NCPE ?

52 : 'MAP' PRODUCED AFTER VISIT :

- School philosophy - academic achievement emphasis
- re PE - achievement of excellence
 - > "traditional" team sports emphasis
- Head of PE's philosophy
- "dominance" of head of PE
- reliance on non-specialist input to PE
 - > "traditional" programme, games/skills orientated
 - > high profile ex-curr. PE, team sports orientated
 - > lower profile in-curr. PE, games/skills emphasis
- LMS/OE/GMS --> "image" concern; reinforcement of sporting excellence focus, support of SGB and SMT for this emphasis
- No year 7 intake --> delay in any action re NCPE

- > little change in curriculum content or teaching styles

(Headteacher was not willing to be involved in the research.
No second visit was made to the school)

Case Study School 62**PROFILE :**

(Part 2 questionnaire response only)

?? SDP ? CHARGING POLICY ? PROSPECTUS ?

HEAD OF PHYSICAL EDUCATION :

NB Part 2 of questionnaire completed by a male PE teacher who stated he was overall head of PE, and it is therefore data from him that is presented below.

Telephone call received from a female member of PE staff who the headteacher had passed my letter on to - I presume a new head of dept. ?? If so the staff change is significant in terms of my categorisation of the school, as there may well be differing views on the effects of ERA on PE.

Head - years at 62 ?

? New head of dept - years teaching experience ? years at 62 ?

? pupil numbers ? staff numbers ??

40 periods in school week; 70 minutes per period.

PE provision :

- PE compulsory in year 9 and year 11
- offer GCSE PE

TIME for PE :

1989/90; 1990/91; 1991/92 :

- YR 9 : 4 periods per week
- YR 11 : 2 periods per week

(P2) : YR 9 : more than adequate
YR 11 : adequate

---> ? new head of dept. - view ?
Head - view ? timetabling "priorities" ?

STAFFING PE :

- PE specialists - NO 2nd SUBJECT : 4 (In- & Ex-C)
- PE specialist teaching PE as 2nd subject : 1 (In-C)
- Non-PE teachers : 2 (In-C)

(P2) : inadequate - "Staff who have moved on to other posts not replaced. Another .5 of a specialist teacher to prevent unqualified staff taking upper school / lower school games"

---> *Staffing details still applicable ?
? new head of dept. - adequacy/ expertise ? - effects ? input
of non-PE teachers ? - effects ? adequacy re NCPE ? training
?*

*Head - adequacy/expertise ? - re NCPE ? training ? overall
school situation/policies re staffing - effects of ERA ?
effects of new head of PE ?*

- (P2) Head of PE hours :

1989/90 :	In-C :	20;	Ex-C :	12
1990/91 :		20		14
1991/92 :		20		16

- Reasons for change : "Staff not helping with school teams"

- Non-teaching workload : increased : "Greater
pastoral/administrative load : staff (non-specialist) who
formerly helped with extra-curricular activities no longer
available : involvement in a wider range of activities"

---> *? new head of dept. - hours ? support for extra-
curricular ? - if decreasing why ? effects ?*

FACILITIES :

- In-C, Ex-C and C-Use of : GYMNASIUM, SPORTS HALL, PLAYING
FIELDS, HARD COURT AREA.

- Use Off-Site Squash Club and Swimming Pool

- (P2) : Inadequate - "Very poor state of school field which
is in desperate need of ground repair. - Tennis courts taken
over for car parking not replaced - totally inadequate hard
surface play area."

---> *? new head of dept./Head - adequacy ? effects on
provision ? adequacy re NCPE ? Any change in use of
facilities (On- and off-site) ? effects of ERA ? effects on
provision ?*

FUNDING PE :

-(P2) - PE BUDGET

1989/90 : £2300; 1990/91 : £1900 ; 1991/92 : £1960

-Reasons for change - "Head teacher's discretion"

- Inadequate - Areas in which additional funding required -
"Year 7 swimming abandoned 1989 - lack of funds for pool hire
and transport : Transport and use of resources centre :
funding of non-exam courses eg. British Red Cross First Aid
Course."

- External Funding -

Fundraising - "Selling of ESFA raffle tickets 1990/91 to raise funds for a fitness room £800 raised"

Voluntary contributions - residential only

---> ? new head of PE - adequacy ? effects ? adequacy / support for NCPE ? Progress re fitness room ???
Head - overall school position ? effects of LMS ? basis for subject allocations ? support for NCPE ?

Aims and Objectives for PE :

(P2) "Development of the individual physically, mentally, emotionally, socially, morally and spiritually in order that they might take their place "in leisure orientated activities" confidently, competently to lead a long and healthy lifestyle"

- present programme NOT adequate to fulfil these aims - "The aim is value orientated but it needs.requires a cross-curricular / whole school approach in its presentation"

IN-CURRICULAR PE PROGRAMME :

- Year 9 :

DANCE :	None
GYMNASTICS :	Mixed
GAMES :	Mixed
ATHLETICS :	Mixed
SWIMMING :	Mixed
OEd. :	None
HRF :	Mixed

- Year 11 :

DANCE :	None
GYMNASTICS :	None
GAMES :	Mixed
ATHLETICS :	Mixed
SWIMMING :	Mixed
OEd. :	None
HRF :	None

- HSE NOT a cross-curricular theme

- PSE a cross-curricular theme

- Assessment : YR 9 : "Criterion referenced - teacher/pupil negotiated"; YR 11 : "Criterion referenced - teacher dominated"

---> programme details - weeks allocated etc ??
Rationale/reasons for areas included/omitted - NB no DANCE,

OEd., No GYM or HRF in yr 11. History of MIXED PE ?
 ? new head of PE - Aims and Objectives ? Adequacy of present
 programme ? Adequacy /Changes foreseen re NCPE ? Future of
 HRF ?

Head - place of PE in curriculum ? criteria by which he
 judges success of PE dept. ? adequacy of present programme ?
 adequacy/changes foreseen re NCPE ?

EXTRA-CURRICULAR activities :

DANCE : None

GYMNASTICS : Girls and Boys 11-16, Team, Club and Casual

GAMES: Girls and Boys 11-16, Team, Club and Casual

ATHLETICS : Girls and Boys 11-16; Team, Club

SWIMMING : None

OEd. : None

RESIDENTIAL PE COURSES :

Year 9 : LEA Activity Centre; Year 9 and 11 : Duke of
 Edinburgh's award course

Funding - pupils/parents with school contribution for D of E

---> reasons/rationale for extra-curricular activities
 provided? changes foreseen ? reasons ?

"Control" of PE :

(P2) : Who determines PE provision - "The headteacher -
 curricular - PE Dept - Extra-Curricular.

---> ? new head of PE - views ?

Meetings : PE dept : fortnightly

---> agenda of these ? why no meetings with head ?

EFFECTS OF ERA ON PE :

-LMS- "Disastrous !! PE staff all on maximum incremental
 point / incentive allowance under covert pressure to "move
 on" or take on additional responsibilities"

---> ? new head of PE- views ? - has previous Head of PE
 "moved on" ? how is pressure evident ? effects ?

Head - LMS effects on school ? staffing ? - policies ? View
 of LMS impact on PE ?

-OE- "Unknown at present time"

---> Views Now ?

-NC- "Opportunity to justify PE incorporating cross-curricular initiatives in upper school particularly for less able pupils to satisfy NC requirements in a number of areas."

---> ? *new head of PE- views ? details of cross-curricular work ? - what and who involved ?*

Head - view of effects of NC on PE / "place" of PE in this?

-NCPE- "Opportunity to evaluate present trends and conduct / carry out change in light of research findings"

---> ? *new head of PE - evaluation ? changes planned ? view of NCPE ?*

Head - view of effect of NCPE ?

COMMUNITY USE :

(P2) - includes sport/rec. activities for school children - community soccer/badminton/children's summer play scheme

- Head of PE not involved
- No effects on PE provision

---> *Head - who involved in development of C-Use ? who coordinates C-Use ? - position ? (SGB/SMT?) Any changes in use ? - effects of ERA ?*

? new head of PE - involvement in C-Use ? Views - effects on PE?

62 : KEY ISSUES :

Overall School position

- effects of LMS/OE - pupil/staff nos?
- effects of NC - timetabling ?

Place/Importance of PE in school/curriculum -

- staffing - school policies ?? PE staff not replaced ? (4 FT, 1 spec-2nd S, 2 non-PE ?)
- funding - subject allocations ? support NCPE ?
- NC - cross-curricular work ?
- Staffing PE
- adequacy/expertise ? - non-PE input ? effects ?
- ?? pressure to "move on" ?
- adequacy re NCPE ? training ?
- Effect of new Head of PE ? Ex-Curr. support?
- Funding PE
- Adequacy ? - effects ? YR 7 swimming "abandoned"? off-site hire ? transport ? fitness room ?? NCPE support ?
- Facilities
- Adequacy ? effects on provision ? - field/ hard court area changes in use ? effects of ERA ? C-Use - who involved in development/organisation ? changes - ERA? effects?
- Content - details ? NB no dance/OEd , YR 11 - no gym/HRF
- Mixed PE - history; aims/objectives ? adequacy ?
- changes foreseen ? -NCPE ?
- Head - success criteria ?
- Relationships/Roles/Influence - head, SGB, SMT, head of PE, PE dept.
- LEA - links/support/influence ?

62 : 'MAP' PRODUCED FOLLOWING INITIAL VISIT :

(NB. This visit established that the female PE teacher who had contacted me was head of girls PE, rather than a new overall head of PE. The male head of PE who had completed the questionnaire was still in post).

- School/Head's philosophy
- academic achievement emphasis
 - > PE low priority and status
- LMS/OE --> "image" concern
 - > reinforced academic achievement emphasis
- NC - PE late in implementation process
 - > reinforced low status of PE
- Established PE dept.; "traditional" philosophy; "restricted" expertise (games bias)
 - > games/skills orientated programme
- Perceived inability to change/develop curriculum
- Some resistance to change/development
 - > Little change in curriculum content, emphasis or teaching styles
- NCPE --> introduction of Outdoor Ed.

62 : INTERVIEW PLANS :

(ref. to initial visit and departmental documentation)
 (NB. the headteacher had given me 15 minutes of his time during my initial visit and was unwilling to participate further in the study)

HEAD OF PHYSICAL EDUCATION, FEMALE PE STAFF (2 FULL-TIME)

- CONTENT - yr 9 & 11 - programme details - changes from syllabus?

- balance ? NCPE - changes ?

--> dance - plans ? staffing ? training ?

--> OEd. - Plans ? staffing ? training ?

cross-curricular links ?

? argument for swimming ?

- groupings - all single sex or some mixed ? - rationale ?
 increased group sizes ? - effects ?

--> staffing - ??male/female split ?

HEAD OF PE :

- FINANCIAL support ? bids ?

- STAFF - expertise ? (male/female split ??)

- Assessment ? *

- Primary liaison ? *

- Head / Deputy Head - (ex.PE) /SGB / LEA -
 support/views/influence ?

- FACILITIES - Community-Use - increasing ? LMS effects ?

* identified as concerns in dept. meeting minutes

(No amendment was made to the 'map' following the interviews)

Case Study school 78**PROFILE :**

? sdp ? prospectus ?

NB. ACTING HEAD OF PHYSICAL EDUCATION

(P1 and 2 questionnaire returns, with copy of charging policy.

NB Part 2 completed by previous head of PE and data below therefore relates to her, not acting head of dept. This staff change is obviously significant in terms of my categorisation of 78 - with the need to assess whether acting head of dept. shares the views of the previous head of PE with respect to the effects of ERA. Pursuing the effects of the staff change and particularly the existence of an "Acting head" with the expected arrival of a new head of dept. at this time is also a key issue)

40 periods in school week; 35 minutes per period

Staff : 1989/90 : 29; 1990/91 : 29; 1991/92 : 28

Pupils : 443; 438; 425

---> falling roll ? - LMS/OE ? - effects ?

PE provision :

- PE compulsory in year 9 and year 11
- no GCSE PE

TIME FOR PE :

- 1989/90; 1990/91; 1991/92 ;
- year 9 : 4 periods per week
- year 11 : 2 periods per week

(P1) YR 9 and YR 11 : adequate

(P2) YR 9 and YR 11 : adequate

---> acting head of PE - views ? any changes ? - NC ?
timetabling of PE- single/double lessons ?
Head - timetabling "priorities" ?

STAFFING PE :

- PE SPECIALISTS - with 2nd Subject - 3 (In- and Ex-C)
- PE SPECIALIST - teaching PE as 2nd subject - 1 (In- and Ex-C)
- NON-PE teachers - 3 (In-C) 1 (Ex-C)

(P1) : more than adequate

(P2) : inadequate : "At present two male and one female. Safety is a problem when a girl injured in swimming pool or female member dealing with a crisis towards end of lesson and no-one to cover changing room arrangements. Loss after school activities as only one female !!"

- 1990/91 changes : "One PE specialist being taken to teach in Humanities more than PE/games + this taking precedence to PE because of NC implications"

---> *current situation ? acting head of dept. - when appointed acting head of dept. ? adequacy/expertise ? effects ? male/female balance - effects ? 2nd subject teaching ? non-PE input - effects ? ? new head of dept to come ? - effects ? adequacy re NCPE ? training ? head - school staffing situation / policies ? adequacy of PE staffing/expertise ? - present situation ? - new head of dept. to come ? effects ? adequacy/expertise re NCPE ? training ?*

- HEAD OF PE - HOURS -

In-C 1989/90 : 17.5; 1990/91 : 17.5 ; 1991/92 : 16.5

Ex-C : 8; 8; 8

2nd S : 1; 1; 2.33

Reasons for changes : "middle school liaison 1 hour being taken by other PE colleague so I can take an extra double lesson in second subject"

- NON-TEACHING workload : increased "More meetings, more lengthy questionnaires like these to fill in ! - we rarely see the report back on these either ! More counselling of students problems. Ridiculous amount of administration and with on-site groundsman this has increased time spent on ground maintenance checks and PE facilities maintenance checks & arrangements."

---> *Acting head of PE - non-teaching workload ? maintenance work ? effects ?*

FACILITIES :

In-C, Ex-C and C-Use of : GYMNASIUM, SCHOOL HALL, SPORTS HALL, PLAYING FIELDS, HARD COURT AREA, DANCE/DRAMA STUDIO, SWIMMING POOL AND WEIGHT TRAINING AREA.

- Use OFF-Site - Ski slope, Bowling Alley, Snooker, Driver Education

(P1) : more than adequate : "School enjoys most extensive range of indoor and outdoor facilities to be found in any city school"

(P2) adequate : "Facilities available good but finance for up-keep /maintenance or repair totally unrealistic therefore available facilities not used to full potential as inadequately maintained."

1991/92 changes : "Sports Centre manager being made redundant - could have vast implications, as he goes at end of August and I have still not been told how his job is going to be covered. ie booking of school facilities out of school hours "

---> Acting head of dept. - adequacy of facilities ? maintenance ? effects ? Sports Centre Manager ? any change in use of off-site ? - effects of ERA ?

FUNDING for PE : (P1)

School Budget 1989/90 : 14520 ; 1990/91 : 10635; 1991/92 : 18154

PE Budget 800; 650; 845
Geography 500; 400 -
Maths 1520; 1000; 1230

Reasons for changes - "Please note other funding for PE covers equipment repairs and purchase. Grants from parents' group towards equipment and for match expenses."

(P2) PE BUDGET 1200 ; 650; 845

Reasons for changes : "Other curriculum areas demanding more money because of NC implications. PE still waiting for NC guidelines so can not compete with other subjects who already have theirs".

(P2) Inadequate : Security for PE stores, two major break-ins in the last academic year. Extra funding to build up one sporting activity a year."

- External Funding for PE -

(School Name) Friends - £550 1990/91
(Name) Football Club - Kit 1989/90, 1990/91, 1991/92
Fundraising - minibus/match fees - selling old redundant kit & equipment. Aerobics classes, sponsored events, competitions. 1989/90 : £50; 1990.91 : £150 approx.
Voluntary Contributions /Charges - Ex-C : extra trampoline sessions during holidays, aerobics classes with local aerobics instructor 50p & £1. Basketball sessions 50p

---> head - school position - LMS effects ? Subject budgeting ? - NC "priorities" ? Support NCPE ?
Acting head of PE- adequacy ? effects ? NCPE support ?

Aims and Objectives for PE :

(P2) Aims of school and is aware of the invaluable role it has in preparing young people for their place in society. While we encourage high standards of performance, we value & nurture the contributions of all pupils encouraging an attitude where cooperation and consideration are at the fore. A broad and balanced programme offers a wide range of activities."

- present programme "almost" adequate to fulfil aims/objectives : "Mixed dance & trampolining are two areas in the programme where I am still struggling to include in the programme."

IN-CURRICULAR PE PROGRAMME :

- YEAR 9 :

DANCE :	Girls only
GYMNASTICS :	Mixed
GAMES :	Some activities mixed
ATHLETICS :	Some activities mixed
SWIMMING :	Mixed
OEd :	None
HRF :	Mixed

- YEAR 11 :

DANCE :	Girls only
GYMNASTICS :	Mixed
GAMES :	Mixed
ATHLETICS :	Mixed
SWIMMING :	Mixed
OEd :	None
HRF	Mixed

- HSE and PSE cross-curricular themes

- 1990/91 changes : "mixed PE through all the years, but some single sexed games continuing"

- 1991/92 changes : "Football included in girls games programme (single-sexed) Trampoline will hopefully be mixed this year, originally girls only activity"

-Assessment - Year 9 : Half-termly formative, end of academic year summative; Year 11 : End of academic year summative

---> *Acting head of PE - aims & objectives ? adequacy of present provision ? reasons/rationale for areas included/omitted ? - details of programme, NB no OEd., dance - girls only. History - mixed PE. Assessment ? Changes foreseen ?? - NCPE ? future of HRF?*

Head - adequacy ? re NCPE ? changes foreseen ?

EXTRA-CURRICULAR ACTIVITIES : (P2)

DANCE : Girls yrs 8 -11 Casual
 GYMNASTICS : Girls and Boys yrs 8 - 11 Team, club
 GAMES : Girls and Boys yrs 8 - 11 Team, Club, Casual
 ATHLETICS : Girls and Boys yrs 8-11 Team, Club
 SWIMMING : Girls and Boys yrs 8 - 11 Team
 OEd : None

- No Residential PE courses

1991/92 changes : "School became more involved in booking local coaches + the pupils have reduced rates of coaching fees. This will be in addition to school clubs + teams which are free"

---> *present situation ?*

"Control" of PE :

(P1) Teacher Governors represent PE on SGB ---> *WHO ?*
 Second deputy head represents PE on SMT

(P1) Criteria for judging success of PE dept. : "Level of participation in (a) timetabled lessons (b) clubs etc outside school time (c) school teams. Participation is an indicator of enjoyment and pupils' feeling of achievement within their physical capabilities"

(P2) Who determines provision ? "Deputy Head who is responsible for timetabling arrangements, as consultation. Head & head of PE."

Meetings : PE dept. - 1 every 1/2 term; Community Deputy Head - "quite frequently"; Sports Centre manager - "frequent"

Acting head of PE - relations/roles - teacher governor - who ? head ? 2nd deputy ? - Community deputy ? (Are these the same person ?!) Sports Centre manager ?

EFFECTS OF ERA on PE :

-LMS- (P1) - No Impact

(P2) - "Drop in departments allowance. Grounds maintenance & sporting facilities up keep - deteriorated. Cleaning of facilities - new contractors have had many teething problems."

---> *Acting head of PE- views ?*

-OE- (P1) - No Impact

(P2) - "Less pupils lower intake"

---> *effects on school / PE ?*

-NC- (P1) - Some impact

(P2) - Justification of subject more & more crucial if to have a chance retaining PE time allocation compared to other subjects ie science, maths, english"

---> *head - NC effects - timetabling ? "priorities" ? changes ? place of PE ? - cross-curricular links ? assessment focus ?*

Acting head of PE - views ? - time for PE ? - under threat ? involvement in NC as a whole - cross-curricular links ? assessment ?

-NCPE- (P1) Some Impact

(P1) - NC and NCPE - "Move towards mixed PE. More consideration given to assessment throughout the school. Some attempt to identify and develop cross-curricular links."

(P2) "More assessments & a need of more financial assistance if outdoor education & swimming for all is to be implemented."

---> *Acting head of PE - views ? issues ? changes planned/foreseen ? Who involved / influential to date ? Head - progress/development re NCPE ? who involved ? changes planned/foreseen ?*

COMMUNITY USE :

(P1) LEA involved in development; Deputy Head (community) coordinates programme - member of SMT, not SGB.

(P2) Includes sport/recreation activities for schoolchildren - "for all particularly for tennis, badminton & sports activities. American football, football and swimming"

(P2) Effects on provision of PE/sport - Additional activities by local clubs & instructors at reduced rates for students".

---> *Head - changes in use - effects of ERA ? Links Dep.Hd - PE dept ?*

Acting head of PE -involvement? links -deputy head? changes in use? effects?

78 : KEY ISSUES :

Overall School Position - effects LMS/OE ? - falling roll ?

Place/Importance of PE in school/curriculum -

- NC - timetabling - subject priorities ? effects ? PE - single/double lessons ? - cross-curricular links/development ?; assessment ?
- Staffing - school position/policies ? -LMS/OE?
- Funding - school position - LMS/OE ? subject allocations / priorities ? - NC ? NCPE support?

Staffing PE

- when did last head of dept. leave ? new head of dept. arriving ? Adequacy/expertise ? - male/female balance; 2nd subject teaching ; non-PE input ? -- effects ? adequacy re NCPE ? training ? Sports Centre manager ??

Facilities

- adequacy ? maintenance ? (work involved/finance/effects of ERA ?) Changes on/off-site use ? - ERA ? - effects ?

CONTENT - Aims/Objectives ? Reasons/rationale underlying present programme ? - NB dance - girls only, No OEd., history - mixed PE ? (who involved in development - NC link ?). Adequacy ? re NCPE ? Changes planned/foreseen ? future of HRF ? assessment ?

EX-Curr. - local coaches involved.

Relations/Roles/Influence - Head / SGB (Teacher Governor - who?)/ 2nd deputy - community deputy/ Sports Centre Manager -

C-Use - Involvement ? Changes - ERA ? Effects ?

LEA - links/influence/support ?

78 : 'MAP' PRODUCED FOLLOWING INITIAL VISIT :

(NB the headteacher had been unwilling to be involved in the research)

School philosophy/emphasis

- importance of community use of indoor facilities
 - > good indoor facilities for PE; good maintenance of indoor facilities ; high profile ex-curr./ club/community sport; extensive range of club/community sport activities
 - > good range of indoor-based in-curricular activities
- "neglect" of outdoor facilities
 - > poor outdoor facilities for PE
 - > restricted in-curricular programme re. activities reliant on field
- LMS/OE --> increasing importance of community-use
 - > support for further development of indoor facilities
 - > likely further development of club/community activities
 - > better facilities/equipment for PE (indoor)
- Small school --> Small PE department
 - > limited range of expertise within department
 - > absence of some areas from in-curricular PE - dance
- fairly new head of PE and new appointment in dept.
 - > "cautious" approach to curriculum change/development
- "tension"/"political" historical situation in school/community staffing
 - > reinforced caution re change/development
- continued absence of dance expertise and therefore of dance in PE
- year 8 intake
 - > no immediate implementation of NCPE
 - > delayed curriculum change/development
- Head of PE dept. philosophy/approach
 - belief in importance of community-use and

"marketing" potential of this
- avoidance of "conflict"

--> little and slow change likely re in-
curricular PE

- NCPE - focus on assessment in NC

--> change in assessment of PE
- introduction of OED.

78 : INTERVIEW PLAN :

(The initial visit had indicated that the Deputy head (Community) to be a key figure in the provision of PE and sport and emphasis identified above)

DEPUTY HEAD (COMMUNITY)

(ref. to initial visit and school "sport directory")

Key issues to explore are the relationships - and influence/effects of these on PE - between PE, Community Use and the school senior management. In doing so it will hopefully be possible to pursue and clarify the focus within the school in terms of PE/Sport/Community-Use. (Name) will hopefully also be able to provide some insight into the overall effects of ERA on the school as a whole - and where PE features within this.

Deputy Head (Community)- years at school ? years as Deputy Head (Community) ?

- LMS/OE effects on school ? - falling roll ?

--> Community-Use of facilities

- "open access" policy - meaning ??
 - extent of access/opportunity/provision for pupils ?
 - increasingly important in financial / marketing terms ?
 - charge increases ?
 - other schools' use of pool - any change in this use specifically ?

--> facility developments

- rationale, funding, planning - who involved ? LEA role/support (who ?) - PE dept. ?

- community use of outdoor facilities ?

--> grounds maintenance issue ?

--> "support" for C-Use/PE - head ? ; - SGB - who represents PE ? community-use ?

- Staffing - Sports Development Officer - role ? - Previously a centre manager - reasons for change ?

--> Community-Use - PE relationship

- links in provision ? future ? - new head of dept- effect?
 --> PE provision - Dep. head (Comm.) involved - views re content/NCPE? assessment ? PE dept. - adequacy/expertise ?

78 : 'MAP' PRODUCED FOLLOWING INTERVIEW :

- Excellent indoor sports facilities
 - School philosophy/emphasis
 - importance of community use of indoor facilities
 - > extensive range of club/community sports activities
 - LMS/OE --> need to "attract" pupils
 - > increased emphasis on C-use of facilities
 - > development of facilities
 - development of middle-school use of facilities
 - > development of middle-school liaison through middle-school use of facilities
 - small school
 - small PE department
 - "limited" expertise (games/swimming bias)
 - apparently fairly "traditional" programme
 - new head of PE
 - "political" situation re relationships within school and school-community-use
 - new full-time member of PE dept. starting Sept.
 - > head of PE cautious and "conservative" approach to change/development
 - NC --> school focus on assessment
 - > assessment focus re implementation of NCPE
 - Year 8 intake --> delayed implementation of NCPE
- > overall little change in curriculum content, emphasis and approach.

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