Title: The social construction of physical education and school sport: transmission, transformation and realization

Name: H. M. Ives

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TRANSFORMATION AND REALIZATION

H. M. IVES

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THE SOCIAL CONSTRUCTION OF PHYSICAL EDUCATION AND SCHOOL SPORT: TRANSMISSION, TRANSFORMATION AND REALIZATION

by

Helen Maria Ives

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CERTIFICATE OF ORIGINALITY

DECLARATION

I declare that this thesis is my own unaided work. It is being submitted for the degree of

Doctor of Philosophy at the University of Bedfordshire.

It has not been submitted before for any degree or examination in any other University.

Name of candidate: Helen Maria Ives   Signature:

Date: April 2014

ABSTRACT

The development of physical education and school sport (PESS), a once 'marginalised' subject within the school curriculum, over the period 2003-2010 has often been referred to as the 'quiet revolution'. An increased political interest in PESS and the idea that sport could be used to address wider social issues resulted in two major strategies, Physical Education, School Sport and Club Links (PESSCL 2003-2008) and Physical Education and Sport Strategy for Young People (PESSYP 2008-2013) and £2.4billion of funding. Drawing on Bernstein's concept of the pedagogical device, this thesis seeks to understand how these two strategies were transmitted, transformed and realized in the secondary field and examines the extent to which they impacted on the pedagogic practice of PESS.

This research study, conducted from within a School Sport Partnership, draws on a range of ethnographic methods including in-depth interviews with Partnership Development Managers, School Sport Coordinators, Primary Link Teachers and physical education teachers across a sub-regional area of London. This data was supplemented with extensive field diaries, partnership documentation and emails. Analysis of the data was conducted using grounded theory in NVivo9.

The research findings are presented in three data chapters. The first examines the positioning of the PDM in the space at the interface between the recontextualising and secondary fields. The second results chapter investigates the realization of the PESS strategies and specifically examines the process of transmission and transformation of discourse as it passes through the complex infrastructure of School Sport Partnerships. The final data chapter discusses the impact of the PESS strategies on the pedagogic practices of teachers, and focuses extensively on the target driven culture which dominated practice within the secondary field. The lack of impact on pedagogic practice, particularly within secondary physical education, emerges as a key issue. The dominance of policy targets as the core

evaluative rules of the PESS strategies emerged as a limiting factor in the realization of change.

The thesis concludes with a discussion of the key findings and the implications for agents and/or agencies tasked with implementing and enacting change in the school setting. In applying the pedagogic device, we are able to analyse the role that the evaluative rules have in prioritising aspects of policy implementation and investigate the challenge of innovation and change. However I argue that Bernstein's theory is not sufficiently sensitive to a number of the complexities of the contemporary educational landscape and needs further development and adaptation if we are to continue to use the pedagogic device to examine the process of recontextualisation and realization of policy in PESS.

MATERIALS PRESENTED FROM THE Ph.D

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LIST OF ACRONYMS

afPE   Association for Physical Education

BAALPE   British Association of Advisors and Lecturers in Physical Education

DCSF   Department for Children, Schools and Families

DCMS   Department for Culture, Media and Sport

DfE   Department for Education

DfES   Department for Education and Skills

DfEE   Department for Employment and Education

ERA   Education Reform Act

GT   Ground Theory

ID   Instructional Discourse

KS1   Key Stage 1

KS2   Key Stage 2

KS3   Key Stage 3

KS4   Key Stage 4

NCPE   National Curriculum for Physical Education

NGB   National Governing Body

ORF   Official Recontextualising Field

Ofsted   Office for Standards in Eduation, Children's Services and Skills.

PDM   Partnership Development Manager

PEAUK	Physical Education Association of the United Kingdom
PESS	Physical Education and School Sport
PESSYP	PE and Sport Strategy for Young People
PESSCL	PE, School Sport and Club Links Strategy
PLT	Primary Link Teacher
PRF	Pedagogic Recontextualising Field
PSA	Public Service Agreement
QCA	Qualifications and Curriculum Authority
RD	Regulative Discourse
RF	Recontextualising Field
SE	Sport England
SF	Secondary Field
SSC	Specialist Sports College
SSCo	School Sport Coordinator
SSP	School Sport Partnership
YST	Youth Sport Trust

CHAPTER ONE

INTRODUCTION

Over the last 30 or so years, there has been an increased interest in physical education and school sport (PESS). This development in PESS over the past decade has often been referred to as a 'quiet revolution' (Department for Education and Skills, 2007). This 'revolution' had involved the creation of a network of Specialist Sports Colleges (SSC), School Sport Partnerships (SSP), two major PESS strategies, a plethora of programmes and initiatives and an investment, over the period 2003-2010, of £2.4bn. The increased political interest was in part due to the idea that sport could be used to address social justice, particularly issues relating to health, education and crime, whilst also pursuing improvements in elite sporting performance. This was an intriguing position for a subject under threat and one which is still considered as a marginalised subject on the school curriculum (Chen and Ellis, 1994; Evans and Penney, 1999; Hardman and Marshall, 2000; Bailey, 2004; Hardman, 2008).

Although extensive research has been conducted on the implementation of physical education policy in the UK and elsewhere (Evans and Penney, 1999; Kirk, 1988, 1992, 2010; Evans. D. 2011; Flintoff, 2003, 2008, 2011, MacDonald, 2003; Tinning and Kirk, 1991, Kirk, Macdonald and Tinning, 1997, Houlihan, 2000, Houlihan and Lindsey, 2013; Penney, 2008, Penney and Chandler, 2010), the landscape within which PESSCL and PESSYP were implemented was changing dramatically. New Labours' ideology of partnership working was to become a 'key delivery mechanism in physical education' (Evans, 2010, p.22). School Sport Partnerships (SSP) were introduced as an infrastructure to deliver the PESS strategies and, over the five-year period 2001-2006, 450 SSPs were established across England, enabling every state-funded school to be included in the programme. Simultaneously, a workforce of 450 Partnership Development Managers (PDMs) and 3,000 School Sport Co-ordinators (SSCo) employed to work with physical education teachers and primary teachers. Additionally, one

Primary Link Teacher (PLT) was appointed in each primary school to work on the programme. The SSP structure and staffing changed the landscape for the implementation of PESS policy dramatically. The use of partnerships, not just SSPs, to bring agents and agencies together to work within PESS brought about a collective responsibility. Whilst fixed within SSPs, the relationships with National Governing Bodies (of sport), Health agencies and local authorities, as well as other agencies such as the police are all drawn together with the aim of 'improving the quality and quantity of sporting opportunities for young people' (Quick et al., 2008, p.6). However, the range of agents and agencies involved are numerous and not witnessed in any other curricular subject. Houlihan identified that the policy space in which PESSCL was developed was a 'crowded policy space' (Houlihan, 2000), recognising the diverse range of agents/agencies. This together with the changing status of schools, with the rise in academies and later with the introduction of free schools, contributed to an increasing diversity within education.

Whilst the implementation of policy in physical education has been well documented, for example Penny and Evans' extensive study of the development and implementation of the national curriculum for physical education (NCPE) in the UK. In undertaking this study, the theoretical lens applied was Bernstein's concept of the pedagogical device. Building on the work of others, Kirk (1988, 1992, 1999, 2010, 2011), Penney and Evans (1999), Glasby et al., (2001) and Macdonald (2003, 2007) who have applied Bernstein in their own research to document the social construction of physical education, I hoped that the pedagogic device would similarly enable this study to consider the social construction of PESS, and consider the transmission of pedagogic discourse between the recontextualising field (RF) and secondary field (SF).

1.1 Personal history and my journey into the research
I began this doctoral study after working in the field of Sport Development where, over a period of 20 years, I was involved in the creation and implementation of

policy while working with a National Governing Body and Sport England. I began working as a PDM in 2006 and completed an MSc in Public Health and Physical Activity; investigating participation in PESSYP and 'the five hour offer'. At the time, I hadn't envisaged studying beyond that point and many, many times during my write up, I have wondered why I ever decided to do so.

As a result of my prior experience, I entered my doctoral study with strong views of PESSCL and PESSYP, formulated through my experience as a PDM and a belief that I knew a lot about what happened in SSPs. Indeed, it was not only prior experience as a PDM but also my ongoing experience as I chose to continue working full-time while completing my research. Although I initially viewed this as a significant advantage (and still do in many ways) it also proved to be a very significant challenge.

My transition from PDM to researcher was arduous and was to turn my world upside down. I now reflect that the initial drafts of my thesis were produced while I had not completed this journey and, on reflection, read as an attempt to document what I 'knew'. The decision to continuing to work while completing my PhD was taken in part by acknowledging how advantageous this would be during the field work. However, I now recognise the challenges of maintaining an authoritative stance in one field while simultaneously attempting to adopt a reflexive position in the 'other'. Indeed, although I no longer work as a PDM and have now worked as an 'academic' for 18 months, I worked in Sport Development for so long that I continue to position myself as such at times. This transition was difficult, no longer having a sense of 'belonging' within the PDM context that had been my environment for over 5 years, let alone the 15 years previous being in sport development, both environments where I felt eminently competent.

Moreover, my positioning within the Physical Education and Sport Pedagogy research community, both within the University of Bedfordshire and at a national level through BERA, was not always one where I felt comfortable. I have never

been a teacher and my first degree was in Sociology rather than Sport. Even more so, I found the theoretical framework I was using unfamiliar and at times daunting. With hindsight, this is perhaps not surprising given that Bernstein lamented the frequency with which his work is misread, and the complexity of the language used in the theoretical framework is frequently criticised. Yet despite knowledge that my experience of using Bernstein was far from unique, when I have had to face up to the challenges of write up while working in yet another new post, particularly in the last year, I have frequently questioned my decision to move into this field. The offers to shift into a Sport Development lecturing position within the university, or to leave academia entirely, have been tempting to say the least.

That said, completing this thesis has, when it is not overwhelming, challenged my thinking more than I imagined and ultimately changed my view of myself, and the world, entirely. I do not believe that I am at the end of this journey, but acknowledge the dramatic progress I have made. Although when I resigned as PDM, I already felt that I had made the transition to being a researcher, I still had a long journey ahead of me as I complete this intellectual re-orientation. I had to return to the very basics of my work and the process of repositioning myself not as some who 'knows' but as someone who is trying to understand was challenging. As I write this reflection on the process and consider that the personal journey I have experienced, it still does not resonate with me completely because of the magnitude of personal change. Moreover, the journey has not ended; in many ways I feel that I have only just begun to realise the real significance of my work in terms of what it can offer theoretically, and I am very much looking forward to the continuation of this journey.

1.2 Research questions

The research examines the social construction of PESS from a position *within* a SSP. Drawing on Bernstein's concept of the pedagogic device, I devised four research questions:

1) How is the Partnership Development Manager (PDM) positioned in relation to the development of a School Sport Partnership?

2) What were the processes of transmission and transformation of PESS between the Recontextualising Field (RF) and Secondary Field (SF), and how were these influenced by the staffing structure of the SSP?

3) What role did the evaluative rules play in the realization of PESS?

4) How have PESSCL and PESSYP impacted on the pedagogy of PESS in selected SSPs?

1.3 Structure of the Thesis

Chapter Two is concerned with the review of literature focused on the political backdrop, which facilitated the developments in PESS, developments that have been described as revolutionary. The chapter discusses the change from Conservative to Labour governments and the commitment to policy with the establishment of two major PESS strategies and the expectations contained therein.

Chapter Three provides a review of literature to discuss how schools take on these developments in policy together with the strategies that followed, and the complexity of the process. With policies in educational reform being, as Levin (1998) describes, 'epidemic' in proportion, the chapter considers how physical education curriculum innovation can take place within the 'crowded policy space' (Houlihan, 2000). The role of the teacher is discussed in relation to the process and how the changes in policy affect their profession as well as their practice. The chapter moves on to apply the theoretical framework of the study. Using Bernstein's theoretical concept of the pedagogical device conceptualises the complexity of the relationships that exist between policy makers, school sport partnerships and schools. The study considers how the pedagogic device operates, through the identification of three fields; primary, recontextualising and secondary,

and and the rules that govern its operation. The pedagogical device focuses on the nature of the relay, how knowledge is constructed, maintained and legitimised: how pedagogic discourse is produced and socially constructed. I consider the creation of instructional and regulative discourse, agents and agencies that operate within the fields, and the power relationships that exist between them.

Chapter Four discusses the research methodology and methods used in this study. My decision to undertake a qualitative approach resulted from a need to delve deeper behind the quantitative research that already existed in various programme evaluations and the annual survey results. The decision to have a more critical and self-reflective approach is considered, in particular my positioning within the research as an inside outsider. With regards to the methods involved, I discuss my selection of a range of ethnographic methods, site selection and participants, as well as the decision to analyse my data using a grounded theory approach, with a preference for knowledge to be produced from the data generated through the semi-structured interviews with participants. Rather than produced through my experience of working as a PDM within a SSP I then apply a constructivist approach of grounded theory to the next three chapters as I use the data to answer my research questions.

Chapter Five is the first of the three 'results' chapters. This chapter discusses the positioning of the PDM; how they position themselves and how others position them. Furthermore, I draw on the work of Davies and Harré (1999) and the idea of social positioning as an alternative to the concept of 'role' that they saw as relatively fixed and inflexible. Positioning, therefore, enables this study to consider the multiple storylines in operation and how PDMs acquired beliefs about themselves (Davis, 2000) as well as how they negotiated their position within the discursive practices that ensued. It is within this chapter that this study, through the data available, positions the PDM at the space in the interface between the RF and SF identified in the pedagogical device.

Chapter Six focuses on the transmission of discourse and the realization of the instructional discourse of PESS. The chapter considers how instructional discourse was in the process of being constructed by PDMs in their work with the YST, and also with SSP staff and teachers. The study identifies a communication and transmission pathway through which the messages of PESS are conveyed and ultimately realized in schools. This chapter focuses on part of the process of realization that accounts for the social construction of pedagogic discourse and how the messages of PESS were continually being constructed through the process of selection, transmission and transformation. More so, how these messages were susceptible to being transmitted through a form of Chinese whispers that contributed to the messages being distorted and misheard, and often led to the 'normalization of innovative ideas' (Kirk, 2011).

Chapter Seven investigates how the impact of the PESS strategies was evidenced, whilst considering the complexity of putting policy into practice (Johns, 2003; Priestly and Humes, 2010). This chapter considers the role that the evaluative rules played in both the realization of the instructional discourse of PESS and how these rules regulated pedagogic practice. I consider how the PESS strategies were evaluated together with the performance of PDMs within a context of New Managerialism (Deem, 1998; Grix and Phillpots, 2011), particularly in a culture of targets and performance management. This chapter concludes with an examination of how the PESS strategies were realized through the practice of teachers, and the extent to which teacher practice was influenced or changed.

Chapter Eight, the final chapter, seeks to draw conclusions from the three data chapters, reflecting on what the participants involved in this study had experienced during the PESSCL and PESSYP years, and the implications for the realization of policy in schools. I discuss the limitations of applying Bernstein's pedagogical device to examine a strategy dominated by targets rather than pedagogy. . I discuss the complexity of applying Bernstein's theoretical concept of the pedagogic device with particular attention as to the nature of PESS and the recontextualising process. In turn however I also present the key benefits to using

this theoretical lens, particularly in terms of positioning between the three fields and the relationships involved in the social construction of PESS. I conclude with considerations for future research.

CHAPTER TWO

**PHYSICAL EDUCATION AND SCHOOL SPORT IN ENGLAND: A
Modern History**

This chapter considers the rise in political salience of physical education through policy development over the past 30 years or so; From the Education Reform Act 1988 which established the framework for the National Curriculum (www.parliament.uk), through the Major and Blair governments and the evolution of sport-focused policies. I discuss the prominence of physical education and how the dominant discourse of sport emerges through reforms of the National Curriculum. As well as, the increased investment and identification of sport as being more than a game, that sport (and physical education) can deliver wider social benefits. The culmination of political interest in PESS is the production of two major physical education and school sport strategies; the PE, School Sport and Club Links Strategy (PESSCL) and the PE and Sport Strategy for Young People (PESSYP). The development of these strategies, together with significant funding and a change from 'big' government to governance by 'partnerships' (Grix and Phillpots, 2011) provide the conditions required for the 'quiet revolution' in PESS to occur.

2.1 The creation of a 'moral panic'

The Wolfenden Report 'Sport & The Community', published by the Central Council of Physical Recreation (CCPR) in 1960, was the first post-war report into the condition of sport. The aim of which was 'to examine the general position of sport in this country and to recommend what action should be taken by statutory and voluntary bodies if games, sports and outdoor activities were to play their full part in promoting the general welfare of the community' (Central Council of Physical Recreation, 1960, p.v). Many of the issues in PESS are not new issues and can be traced back with roots within this report. The report examined the role of sport in schools and recommended that 'more should be done to ensure that

young people in their last months at school and their first months at work are well informed about the opportunities open to them in the field of sport' (Central Council of Physical Recreation, 1960, p.107) whilst also acknowledging that there was a 'sense of inadequacy of the provision made for post-school sport and the weakness of the links between schools and adult clubs' (Central Council of Physical Recreation, 1960, p.25).

Whilst there were sporadic criticisms of physical education in the 1960s and 1970s (Kirk, 1992), it wasn't until the mid-1980s that physical education was thrust to the forefront of political debate, played out through the media with the creation of a 'moral panic' (Evans, 1990). This panic was linked to the decline of games in schools accompanied by the lobbying of government by the Football Association, Rugby Football Union and the Cricket Board, who each claimed that their sport had been negatively affected as schools expanded the range of activities available to their students. Coupled with a decline in competition, schools were heavily criticised and physical educators were accused of neglecting their traditional responsibility - servicing the needs of elite sport (Kirk, 1992). This argument gathered momentum when in March 1987, Panorama aired a documentary - Is your Child Fit for Life? The programme investigated the demise of competition and school sport, blaming physical education teachers and their move to a participation 'sport for all' approach, claiming that this was cultivating a new breed of PE teachers (Evans, 1990). The moral panic complemented by a lack of success in elite competition resulted in physical education teachers being attacked by politicians and government alongside negative media reporting (Evans 1990, Kirk 1992, 1999). Physical education was now under threat as a subject (Hardman and Marshall, 2000; Macfadyen and Bailey, 2002; Hardman, 2008).

2.2 The Education Reform Act 1988: formation of the National Curriculum Physical Education

The passing of the Education Reform Act 1988 signalled a new era and arguably 'a watershed in British physical education discourse, a new moment in the production of definitions for physical education' (Kirk, 1992, p.2). The Act provided the government with an opportunity to deal with the 'crisis' in education and allowed for direct government intervention in schools (Penney and Evans, 1999). The Act enabled the introduction of a National Curriculum for state schools, but it did not determine which subjects should be included, or how they should be constituted. This responsibility was granted, through legislation in the Act, to the Secretary of State who was permitted to establish working groups or parties for each subject. These working groups were provided with the terms of reference and framework within which they would operate, yet the government reserved the right to accept or reject any of the group's recommendations. Physical education was the last subject to be included and Houlihan (2000) considers that this may have been, in part, due to the ongoing debate about the status of physical education as well as the tension between physical education and competitive team sports. The passing of the Education Reform Act 1988 and the introduction of the National Curriculum Physical Education (NCPE) was the 'first directive from government as to the nature of physical education and the criteria against which success was to be judged' (Rimmer, 2013, p.94).

Penney and Evans (1999) document the development of the national curriculum for physical education (NCPE) and argue in particular that the NCPE reflected the conservative views on what physical education and sport should be and what state schools should seek to achieve. The curriculum 'was clearly something to be delivered but not defined by teachers' (p,38) and continued to support the discourse of sporting excellence and competition resulting in the curriculum being synonymous with elite sports performance.

In the establishment of the national curriculum, 'working groups' were convened and tasked with providing recommendations to the Secretary of State. It should be

noted that practising physical education teachers were 'notably absent' (Penney and Evans, 1999, p.38). Instead, the working group was chaired by Ian Beer, Headmaster at Harrow School, as well as two professional athletes Steve Ovett (Athletics) and John Fashanu (Football). Other members included Margaret Talbot (Head of Carnegie Physical Education Department at Leeds Polytechnic), Elizabeth Murdoch (Head of Chelsea School of Human Movement), Ann Harris (a primary school Head teacher), and Susan Jackson and Michael Thornton (two Deputy Head teachers) (Department of Education and Science and Welsh Office, 1991 cited in Maher, 2008). The interim report submitted by the working group was rejected primarily for being too academic and not giving enough emphasis to sport (Talbot, 1995). The working group was requested by the Secretary of State to 'reconsider the structure with a view to there being a single attainment target for physical education which reflects the practical nature of the subject' as well as a 'more flexible, non-prescriptive framework' (Clarke, 1991, p.88). The working group, rather than risk being disbanded and replaced by others who would adhere to the Government's objective of elite sports performance (Talbot, 1995) reviewed its recommendations.

When finally published the NCPE represented a compromise between the working group and government. The emphasis on 'doing sport' increased but it had retained the reflective aspects of the interim draft curriculum (Hoye et al., 2010). With the passing of NCPE into legislation state intervention in PESS was permitted, alongside an increase interest in extracurricular activities borne 'out of a growing unease among Conservative MPs regarding the current status of sport in schools and the disquiet at the governments ambivalence towards the subject' (Hoye et al., p.105).

The first review of the national curriculum involved, yet again, the establishment of working groups. This time, however, the working groups gave greater representation to teachers (Dearing, 1993) due to a request to consider the views of teachers who had gained experience in the implementation of the National Curriculum. Although the review was established and teachers pulled in to assist,

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the remit of the working groups was limited by government; they had a remit to slim down the curriculum but were unable to change the content.

> ..the task ahead [for the Working Groups] is to identify a slimmed down statutory content for each subject… it will not involve the introduction of new material. (Dearing, 1993, p.35)

After the election of New Labour in 1997, the National Curriculum was reviewed again in 1999 overseen by the Qualifications and Curriculum Authority (QCA). It again reduced the amount of prescribed content partly in response to the requests from teachers. This time, the reforms were accompanied by an overt statement reaffirming the aim and purpose of NCPE. Through the New Labour years there was a move to involve teachers and schools more in the development of education policy.

> Encourage schools and teachers to take ownership of the curriculum and to be creative and innovative in their teaching. (Excellence and Enjoyment : A strategy for primary schools, May 2003)

Whilst the evolution of NCPE has been discussed, this was also against a backdrop of changes within sport policy and a changing political landscape.

2.3 1990 – 1997: The Major government and 'Sport: Raising the Game'

In 1990, John Major succeeded Margaret Thatcher as Prime Minister (PM). He was known to have an interest in sport, particularly cricket, and his appointment was to make a significant contribution to the way the government was to view sport in Britain (Henry, 1993; Houlihan, 1997). Having a 'sportsman' as PM gave hope to those involved across the sporting spectrum, in particular those lobbying for competitive school sports to be included within the curriculum (Evans and Penney, 1995; Penney & Evans, 1997; Penny 1998). 'The introduction of the National Lottery in the UK was to produce one of the most significant changes.

Sport England[1] was to witness an influx of significantly large sums of money which was redistributed through a range of grant funding initiatives and 'selective re-investment' (Oakley and Green, 2001, p.74).

In 1995, *Sport: Raising the Game* was published, the first central government sport policy for 20 years that provided a clear statement of intent, a 'sea change in the prospects of British Sport – from the very first steps in primary school right through to breaking the tape in an Olympic final' (Department of National Heritage, 1995, p.1) with Major contributing his thoughts on the role of sport within schools;

> My ambition is simply stated. It is to put sport back at the heart of weekly life in every school. To re-establish sport as one of the great pillars of education alongside the academic, the vocational and the moral. It should never have been relegated to be just one part of one subject in the curriculum. (Department of National Heritage, 1995, p.2)

Chapter One of *Sport: Raising the Game* considers the role of sport in schools, with the focus 'deliberately on sport rather than physical education' (Department of National Heritage, 1995, p.7). However, Major does outline his expectation for physical education in schools;

> we can only halt the decline in school sport if it has a secure position in the formal curriculum of every school. We will therefore ensure that Physical Education (PE) continues to be one of only five subjects which pupils of all abilities must pursue from their entry to school at age 5 until the end of compulsory schooling at age 16' with the onus on schools to 'offer two hours a week of PE and sport in formal lessons. (Department of National Heritage, 1995, p.7)

Sportsmark and Sportsmark Gold were introduced as part of *Sport: Raising the Game*. They were awarded to schools that were able to demonstrate a very high level of provision in physical education and sport. Schools submitted their

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[1] Sport England is the brand name of the English Sports Council. It is a non-departmental public body reporting into the Department of Culture, Media and Sport. It has a statutory function as a distributor of lottery funds.

application, which included an audit of their provision for PESS within and beyond the curriculum as well as plans to show how they would continue to develop the subject. This was then assessed by Sport England against a criterion that included offering a minimum of two hours per week of physical education on the curriculum, complemented by an extracurricular programme. The full Sportsmark criteria were quite prescriptive and included 'two hours a week of PE and sport' as a prerequisite (see Appendix 1).

2.3.1 Sport as a specialism

The Specialist Schools Programme[2] began in 1993. Schools (grant maintained or voluntary aided) were able to apply for 'technology college' status. Further developments in this programme continued with the addition of a variety of specialisms, such as language and science, being included. It was in 1996 that Art and Sport were added to the list of specialism options available to schools. Specialist Sports Colleges (SSC) were to become a key partner at the hub of new sport partnership networks (Phillpots, 2010). SSCs could determine their own emphasis. Donovan et al. (2006) identified that some SSCs choose broad participatory models whilst others chose to specialise in a few sports with elite development and success in competition underpinning their focus. The SSC programme was established with the following aims:

- To raise standards of achievement in PE and sport through the increased quality of teaching and learning.
- To extend and enrich curriculum and out of hours learning opportunities in PE and sport.
- To increase take up and interest in PE and other sporting or physical activity related courses, particularly post 16.

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[2] The Specialist Schools Programme was introduced by the Conservative government but was continued and expanded by Labour post their election victory in 1997. Schools, selecting sport as their specialism, would have to support their application with confirmation of £50,000 of partnership funding that would then be match funded should their application be successful.

- To raise standards by developing good practice and disseminating and sharing with other schools and groups, including non-specialist secondary schools.
- To work with appropriate local partners, including business and community groups, clubs, governing bodies and sports development units, to develop sustainable sporting opportunities which promote both participation and achievement in PE and community sport.

(Institute of Youth Sport, 2004)

The SSC was considered not only to support the transformation occurring in education, but were also central to the transformation of the sporting infrastructure in England (Department for Culture, Media and Sport, 2001; Penney & Houlihan, 2001; Youth Sport Trust, 2002; Penney, 2008). SSCs became the central site from which the PESSCL and PESSYP strategies were disseminated and key objectives delivered.

2.4 1997-2010: New Labour, a new era for physical education?
With the election of Tony Blair as Prime Minister who, like John Major, was a keen sportsman, the debate on the purpose of physical education and sport in schools was to increase in political salience. New Labour[3] were elected under a mantra of 'education, education, education', and committed to education as its 'top priority' (Bache, 2003, p.300) and when in office 'invested unprecedented sums of money in large and ambitious social programs' (Coote et al., 2004, p.1). Building on the initial interest of the previous government, SSC status was retained and the number of schools applying increased from 11 in 1997 to 448 in 2008. However, the management and responsibility for this programme moved out of government, and was instead awarded to a charitable organisation, the YST. The emergence of the YST within the development of youth sport policy will be discussed later in this chapter. In 2000, New Labour published their strategy, and

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[3] Labour, under the leadership of Tony Blair, marketed themselves as 'New Labour'. It did not have any official recognition as a political party.

vision, for sport in England; *A Sporting Future for All* (Department for Culture, Media and Sport, 2000).

2.4.1 2000: A Sporting Future for All

Published by the Department for Culture, Media and Sport (DCMS) '*A Sporting Future for All*' positioned school sport at the forefront of the development of sport across the nation, recognising the role that community and school sport together with success in elite sport could have on the well-being of the nation (Phillpots, 2010). In the foreword Prime Minister Blair justifies his support for sport and why, in particular, he believed the development begins in schools.

> It is in school where most of us get our first chance to try sport. It is here that children discover their talent and their potential. They need the chance to try a variety of sports, to see which they enjoy most. They need high quality teaching of basic skills. They need opportunities to compete at a level in line with where their ability has developed. They need clear pathways into taking part at club and national levels, with the right coaching and the right support at every stage. (Department for Culture, Media and Sport, 2000, p.2)

The strategy outlines the move away from government involvement in the management of sport; 'The Government does not and should not run sport' (ibid, p.3) and that the preferred model of partnership working would be applied. The document included a blue print for improving youth sport, a five-point plan that would allow 'for a new start for sport in schools' but also as 'an instrument of social engineering' (Houlihan, 2005, p.134). The strategy looked to address the issue of social exclusion, with an aim to have 'more people of all ages and all social groups taking part in sport' (Department for Culture, Media and Sport, 2000, p.5). The five-point plan included the establishment of 600 SSCos who would operate out of a SSC. The positioning of the strategy around the school reaffirmed the government commitment to 'reverse the decline of physical education and sport in schools' (Department for Culture, Media and Sport, 2000, p.8). It was aspirational, declaring 'all pupils will spend two hours a week on physical activities within and outside the school day' (Department for Culture,

Media and Sport, 2000, p.30) although this was increased in 2004 to four hours with accountability for community sport provision to the additional two hours (The Telegraph, 2004). Yet, with so many agencies involved there was confusion between the responsibility for delivering physical education in schools and the delivery of community sport provision for young people (Flintoff, 2003).

2.4.2 2002: Game Plan

'Game Plan: a strategy for delivering Government's sport and physical activity objectives' was published by the Department for Culture, Media and Sport in December 2002, and includes a strong focus on the potential of sport to reduced inequalities within society. *Game Plan* introduces a range of performance targets particularly in relation to the PESS initiatives;

> Sport is a powerful and often under-used tool that can help Government to achieve a number of ambitious goals…This report focuses on the importance of increasing grassroots participation for health benefits… We have prioritised young people, and committed ourselves to ensuring that, by 2005, at least 75% of children will have the chance to participate in two hours of high quality sport and PE every week. (Department for Culture, Media and Sport & Strategy Unit, 2002, p.5)

Echoes of sentiment, expressed in the 1980s and subsequent publications, that sport can be more than a 'game' are further supported by Tessa Jowell (Secretary of State for Culture, Media and Sport, 2001-2007);

> Sport defines us as a nation. It teaches us about life. We learn self discipline and teamwork from it. We learn how to win with grace and lose with dignity. It gets us fit. It keeps us healthy. It forms a central part of the cultural and recreational parts of our lives… sport can also make a valuable contribution to the way people live their lives. It helps us to improve all round educational performance, to build confidence, leadership and teamwork in our young people, to combat social exclusion, reduce crime and build stronger communities. (Department for Culture, Media and Sport & Strategy Unit, 2002, p.6)

The inclusion of a wider social agenda aimed to justify government investment of 'unprecedented amounts of money in sport and physical activity' (Department for

Culture, Media and Sport & Strategy Unit, 2002, p.6), particularly when Jowell highlights that a 10% increase in adult activity would 'prevent around 6,000 premature deaths not to mention bringing in economic benefits worth at least £2 billion a year' (Department for Culture, Media and Sport & Strategy Unit, 2002, p.6). Although the economic and health benefits of PESS are raised within this strategy, there is still a privileging of sport and team games over alternative forms of physical activity in NCPE (Kirk, 2004; Penney & Chandler, 2000; Penney & Evans, 1999).

It is within *Game Plan* (p.56) that the Physical Education, School Sport and Club Links (PESSCL) strategy is introduced, and in section 2.3.3 I will examine this. However, before continuing this historical analysis of policy development in the UK, I will address the policy context in terms of Neo-Liberalism, Governance by partnerships, New Managerialism and the emergence of the YST as key players in the PESS landscape.

2.5 Political change: working in partnership

Whilst the sporting landscape was undergoing a process of change, it is also important to consider the relationship between the state and civil society. During the Thatcher years, neoliberalism was rife, a move away from a Keynesian welfare state to one of selling off public sector services for privatisation was accompanied by the discourse of competition and efficiency. There was a 'growing emphasis on market forces in state education' with education 'being treated as a private good rather than a public responsibility' (Whitty, 2002, p.79). Neoliberalism considers that every individual is able to make decisions with their best interests. Applying free-market principles within education was grounded in the belief that competition improves the quality of service (ibid, p.80). Public sector organisations were required to operate as if performing in the private sector within a performative culture based on 'competition, economic efficiency and choice' (Larner, 2000, p. 5). As the Conservative government progressed, and with the change of leadership from Margaret Thatcher to John Major, the

[conservative] party continued to support a market-based approach to policy (Larner, 2005, p.8).

It was with the election of New Labour that the relationship between state and civil society changed; 'New Labour proclaimed its intention to move away from a contract culture to a partnership culture' (Balloch and Taylor, 2001, p.3). Furthermore, a shift from a hierarchical, centralised, bureaucratic model to a model based on collaborative discourse (Powell and Glendinning, 2002) was noted or, as Bevir and Rhodes (2003, 2006, 2008) describe it, as a shift from unitary Government to governance by networks and partnerships.

The partnership approach to governance 'between national government agencies, local authorities, local communities and businesses have become the norm across all sectors of government' (Roberts, 2009, p.3), including education. The use of partnerships creates an illusion of the retreat of the centralised government, to a process that Newman (2005) argues resulted in the opening up of new policy spaces. Thus, during this time there was a growth of non-governmental agencies dealing with policies. This included agencies such as charities (Marsh, 2008) and, for example, the YST.

Rhodes (2000) argues, whilst there was a 'hollowing out' of government, control through meta governance could be maintained. Partnership contracts were tightly monitored agreements that included quantifiable performance indicators – such as PSA targets- thus contributing to the creation of a target culture applied across public services. Grix and Phillpots (2011, p.3) consider the notion of 'asymmetrical network governance' discussing 'modified forms of governance which still rest on asymmetrical power relations and largely unchanged patterns of resource dependency operating in the sports policy sector at both elite and mass participation levels'. Moreover, they argue that whilst there seems to be a new relationship being established between government and partners, there is not a 'hollowing out' of control, but rather with the creation of the target culture, state control is enhanced. As the partnership culture developed, it retained an approach

more often associated with private, profit making companies considering how to increase productivity, and prioritised achieving outputs as opposed to the process, together with the introduction of performance management tools such as monitoring, auditing, targets and key performance indicators. Thus, Grix and Philpotts (2011, p.6, emphasis in original) argue, 'sports policy governance is more hierarchical, *despite* the multi-agency approach to policy delivery'.

With governance through 'networks and partnerships' as mentioned earlier there was an opportunity for charities to become involved with delivering public policy. The Youth Sport Trust (YST), according to their website, is 'an independent charity devoted to changing young people's lives through sport. Established in 1994, we are passionate about helping all young people to achieve their full potential in life by delivering high quality physical education and sport opportunities' (Youth Sport Trust, 2011). Sue Campbell, now Baroness Campbell of Loughborough, was appointed Chief Executive of the YST in 1994 and later Chair in 2005. She was appointed as a non-political advisor in 2000 by the then Secretary of State for Education, Estelle Morris. Through the YST, Campbell was able to transform her ideas into solutions for government departments using PESS (Houlihan & White, 2002; Houlihan and Green, 2006), supporting Newman's notion that policy spaces were being opened up.

The YST was considered ideally positioned to 'champion successive governments' agendas for PESS' (Phillpots, 2012, p.197). The YST had been working with primary schools through the delivery and development of their TOP programme. TOP programmes were developed over a range of sports and activities that sought to improve the quality of physical education in primary schools. Teachers would attend a locally based training day and were provided with a resource pack to take back into school. The YST was positioned as working with schools under the 'dynamic leadership of its CEO Sue Campbell' (Phillpots, 2012, p.197). Houlihan and Green (2006) describe Campbell as a 'policy entrepreneur' maximising opportunities for the YST. Indeed, within their research, participants describe the rise in profile of Campbell, her ability to 'persuade ministers' and she 'articulated

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an alternative view of school sport and PE and skillfully positioned it as particularly relevant to the government's broader social and educational objectives' (Houlihan and Green, 2006, p.87). Such work was influential in the appointment of the YST to manage the SSC programme and their subsequent appointment to manage the SSP programme.

2.5.1 Physical Education, School Sport and Club Links Strategy: 2002-2008
The introduction of the PESSCL strategy in 2002 represented a major commitment by the Labour Government to restructure the delivery of youth sport in the UK (Flintoff, 2003). Unlike other previous strategic documents that had been produced by Government over the preceding decade, the PESSCL strategy was the first 'sport' strategy that had been produced by the Department for Education and Skills (DfES) in partnership with the DCMS. The education focus and programme approach was used in part to 'improve education outcomes in the broadest sense (ie. including attendance, attitude and behaviour)' (DCMS, 2002, p.57). Whilst inherently a 'sports' strategy, PESSCL had been engineered to address education standards. Moreover, after a Conservative government ideology of schools competing with each other based on free-market principles, PESSCL now encouraged to work in partnership.

The SSC was confirmed as the 'hub' site 'from which a partnership development manager works with school sports coordinators in secondary schools and link teachers in primary or special schools to develop sport and PE in its 'family' of schools. A typical partnership is comprised of a Specialist Sports College acting as the hub for 4-8 secondary schools, each of which have about 5 primary or special schools clustered around them' (Department for Culture, Media and Sport, 2002, p.56). The diagram below is taken from the *Learning through PE and Sport: A guide to the PE, School Sport and Club Links strategy* (Department for Education and Skills and Department for Culture, Media and Sport, 2003, p.6) as a representation of the School Sport Coordinator Programme, but as the

programme evolved and SSPs were established this diagram remained representative of the structure of a SSP.

Figure 1: Diagram of the structure of a SSP
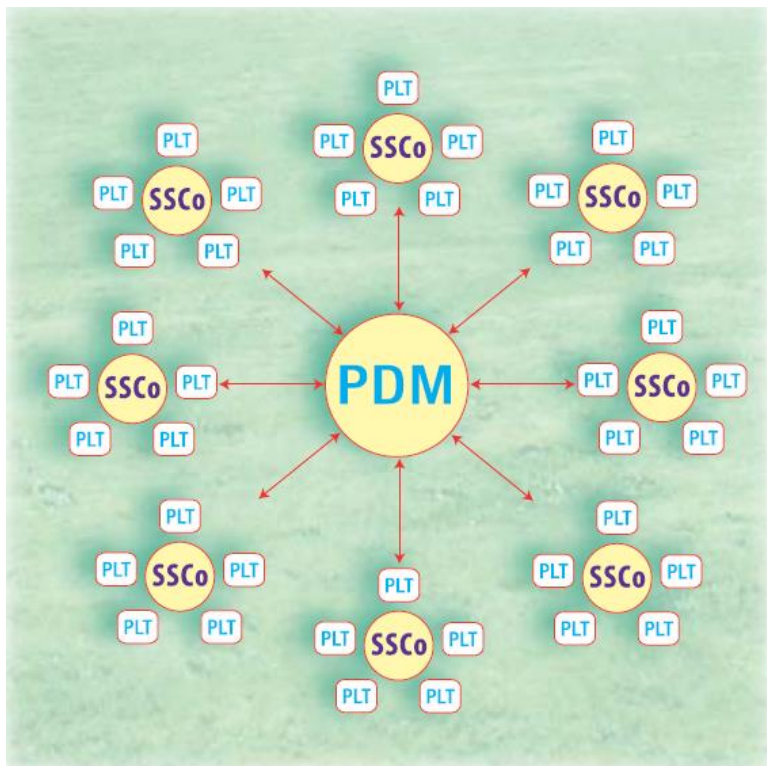
The PESSCL strategy identified eight areas of development;

- Specialist Sports Colleges
- School Sport Coordinators
- *Gifted and Talented*
- *QCA PE & School Sport Investigation*
- *Step into Sport*
- *Professional Development*
- School/Club Links
- Swimming

Gifted and Talented (G&T), the Qualifications and Curriculum Authority (QCA) PE & Sport Investigation, Step Into Sport and Professional Development are highlighted in italics as the four areas within PESSCL that had an identifiable

focus on teaching and learning. All of these 'strands' would contribute to achieving the joint DfES/DCMS Public Service Agreement (PSA)[4] target;

> PSA 22: To enhance the take-up of sporting opportunities by 5 to 16-year-olds so that the percentage of school children in England who spend a minimum of two hours each week on high quality PE and school sport within and beyond the curriculum increases from 25% in 2002 to 75% by 2006 and to 85% by 2008, and to at least 75% in each School Sport Partnerships by 2008.

Alongside the PESSCL strategy, an accompanying guidance document was produced, supporting schools and those involved in youth sport, to understand their role and the 'need to come together to ensure the effective delivery of these programmes to support schools and maximise the benefits for young people' (Department for Education and Skills, 2003, p.1). The guide *Learning through PE & Sport: A guide to the Physical Education, School Sport and Club Links Strategy* explained how PESSCL was to be implemented, how it sought to bring a range of partners including local authorities, parents, children and national governing bodies as all having a 'role to play' in order to 'transform PE and school sport' (Department for Education and Skills and Department for Culture, Media and Sport, 2003, p.2). The guide also defined high quality PE and school sport.

2.5.2 Defining High quality PE and school sport
The QCA PE & Sport Investigation underpinned the discourse of 'high quality physical education' (HQPE). *The Learning through PE and Sport*: *A guide to the PE, School Sport and Club Links strategy*, was produced by the DfES and DCMS to support schools. The guide opens with an introduction to the PESSCL policy with a focus on defining high quality PE and school sport before expanding upon the other strands of the programme. The guide provides schools with a definition of HQPE and school sport;

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[4] Public Service Agreements outline the aims of the government departments over a three-year cycle. Each department would be set targets by which their performance, in return for the investment of public funds, would be measured; these targets included department objectives as well as those responsible with delivery.

> High quality PE and school sport produces young people with the skills, understanding, desire and commitment to continue to improve and achieve in a range of PE, sport and health-enhancing physical activities in line with their abilities. (DfES, 2003, p.3)

The guide lists the 'characteristics' of the 'outcomes of high quality physical education. These characteristics are defined as 'when you see young people who';

- show a strong commitment to making PE and school sport an important and valuable part of their lives in both school and the community;
- know and understand what they are trying to achieve and how to go about it;
- have an understanding of how what they do in PE and school and community-based sport contributes to a healthy and active lifestyle;
- have the confidence to get involved in PE and school and community sport;
- have the skills to take part in PE and school sport and are in control of their movement;
- respond effectively to a range of different competitive, creative and challenge-type activities both as individuals and as an integral part of teams and groups;
- are clearly thinking about what they are doing and making appropriate decisions for themselves;
- show a desire to improve and achieve in relation to their abilities and aspirations;
- have the stamina, suppleness and strength to keep going; and
- enjoy PE and school and community sport.

                        (Department for Education and Skills, 2003, p.3)

The guide continues to tell the reader that when these outcomes have been achieved the following will not be seen: young people who 'sit on the sidelines' or 'make little or no progress in the control and coordination of their movement'. The guide then proceeds to describe the 'impact' of high quality PESS not only on the participants but also on schools, describing the impact as 'positive' and one that could 'lead to whole school improvement' (Department for Education and Skills, 2003, p.4). The guide then progresses to explain each strand of PESSCL and their contribution in achieving the target(s) for the PESSCL policy.

Whilst providing information on the targets on which the performance of the strategy (and future funding) would be measured the HQPE documentation also outlined plans for the infrastructure required to support such an ambitious plan for high quality PE and school sport;

a.   Establish a national infrastructure for PE and school sport by creating

     i)   400 Specialist Sports Colleges

     ii)   400 School Sport Coordinator Partnerships

     iii)   3,200 School Sport Coordinators in secondary schools and 18,000 Primary or Special School Link Teachers by 2006. There will be 2,400 School Sport Coordinators and 13,500 Primary or Special School Link Teachers by 2005;

b.   Improve the quality of teaching, coaching and learning in PE and school sport; and

c.   Increase the proportion of children guided into clubs from School Sport Coordinator partnerships.

<div align="right">(Department for Education and Skills, 2003, p.2).</div>

2.5.3 Physical Education and Sport Strategy for Young People 2008-2011

In 2008 PESSCL was succeeded by the Physical Education and Sport Strategy for Young People (PESSYP). The strategy coincided not with a change in Government but with a change in Prime Minister. Gordon Brown, former Chancellor of the Exchequer, was elected by the Labour Party to succeed Tony Blair. Brown, also a keen sportsman, had been involved in the preceding years in the funding of the PESSCL strategy. In a statement to the press on 13th July 2007 Brown, made his sentiments on sport clear;

> We need to put school sport back where it belongs, playing a central role in the school day. I was lucky enough to have primary and secondary schools that had sport at the centre of their ethos. I want every child to have that opportunity to take part. Watching sport is a national pastime. Talking about sport is a national obsession, but now we need to make taking part in sport a national characteristic. Whatever their natural ability and whatever their age sport and activity can make our children healthier,

raise self-confidence and self-esteem. It develops teamwork, discipline and a sense of fair play. Values that will stand young people and the country in good stead in the years to come. To do this will take a concerted campaign, a real team effort. Government is doing its bit. Schools, parents, volunteers and the sporting world can do theirs. I call on them to join us. Together we can help every child be the best they can be (Department for Children, Schools and Families, 2007, July 13).

PESSYP extended the former PESSCL targets and incorporated the legacy objectives of the London 2012 Olympic and Paralympic Games. Within PESSYP the SSP, not the SSC, becomes responsible for the implementation of the strategy at the local level. A revised PSA target was aligned to the policy and was often referred to as the 'Five Hour Offer';

PSA Delivery Agreement 22, Indicator 5: Percentage of 5-16 year olds participating in at least 2 hours per week of high-quality PE and sport at school and the percentage of 5-19 year olds participating in at least 3 further hours per week of sporting opportunities (Treasury, 2007, p.6).

There was an increased focus on competition with the investment of £100 million to create a network of Competition Managers (CM). This new position within School Sport Partnerships was 'shared' across Boroughs as opposed to each SSP having their own CM. CMs had a remit to work with National Governing Bodies to develop a framework for school competition as well as increase the number of children regularly taking part in school-based competitions. Coupled with this focus on competition reviews of the NCPE were used to reflect government objectives/ current priorities. The curriculum had been rewritten to support a broader range of sports being offered as well as targeting initiatives to increase participation rates; particularly at Key Stage 4 (students aged 14-16).

2.6 Evaluating the PESS strategies

During the PESSCL and PESSYP era, there were three identified agencies that undertook the evaluations of the strategies and associated programmes; the Loughborough Partnership, TNS-BRMB (formally TNS) and the Office for Standards in Education, Children's Services and Skills (Ofsted). These agencies

were tasked to undertake government-sponsored evaluations to provide evidence of the impact of the PESS strategies.

Large-scale evaluations of the PESSCL and PESSYP strategies were carried out over six years (2005-2010) by both TNS and the Loughborough Partnership. The Annual National Survey was conducted by TNS and the 'Monitoring and Evaluation of the School Sport Partnership Programme' was conducted by the Loughborough Partnership with the Institute of Youth Sport (IYS). Both evaluation studies required all schools involved in a SSP to return data. The questions focused on the provision of PESS including, for example, the number of minutes for physical education on the curriculum; the number of students accessing 2 hours of PESS; the range of sports offered; the number of students participating in community club activities. The survey results observed increases in participation in both physical education and extra-curricular sport, as well as an increase in the diversity of sports offered (Quick *et al*. 2005, 2006, 2008, 2009, 2010; Quick, 2007; Loughborough Partnership 2004, 2005, 2006, 2007, 2008).

Most significantly, these evaluations reported that significant increases in participation rates were reported year on year. In 2006, the PESSCL survey reported that the delivery of the PESSCL target (85% of young people accessing 2 hours of high quality PESS) had been achieved a year earlier than expected, achieving 86%. In 2008, this increased again with 90% of pupils in partnership schools participating in 2 hours of high quality PESS, exceeding the target by 5 percentage points (Quick et al., 2007). In comparison to the first survey in 2003/4, which recorded 62%, the results increased year on year with 'the greatest improvements… in Years 1-4. Years 10 and 11 have shown only modest improvements over a relatively low baseline figure' (Quick et al., 2007, p. 3). In relation to sports leadership and volunteering, figures across Years 10-13 had increased from 9% in 2003/4 to 20% in 2007/8.

The Ofsted reports produced during this period were unlike the other two in that they were qualitative in nature. The Ofsted reports identified that the value of

physical education on the curriculum improved (Ofsted, 2006, 2009, 2013). Particularly, in relation to primary school PESS 'the programme has improved teaching in a number of ways' (Ofsted, 2003, p.14). Schools reported that the SSP had contributed to motivating young people's engagement in PESS, and had contributed to improvements in student wellbeing and personal development (Ofsted, 2006, 2013). It should be noted however that Ofsted observed this may not have been the case for all schools (Ofsted, 2009). The evaluations by Ofsted of the SSPs observed other improvements in PESS particularly the development of sport and physical activity opportunities with providers outside of schools, for example clubs and community groups (Ofsted, 2005, 2009).

Simultaneously, an independent body of research developed as the PESSCL and PESSYP strategies were implemented and SSPs evolved. Authors such as Flintoff (2003, 2008, 2011) whose work was conducted within 'Northbridge' SSP, and Smith and Leech (2010) who investigated SSPs in the North West of England, and the influence that quality standards such as Activemark had within primary schools, were at the forefront of this independent research.

Flintoff's work (2003, 2008, 2011) with SSPs has spanned the PESSCL and PESSYP years, tracing the development of the strategies and its effect on coordinators (SSP staff) and teachers. In 2003, her work raised some significant questions; particularly how the new positions created within SSPs would affect physical education. The study identified that in these early days of the SSP, teachers were recognised as being reluctant to give up their teaching, suggesting 'a close affiliation with the educational process as part of their work identities' (2003, p. 247). Flintoff recognises that the success of the policy initiatives rely upon partnerships being the 'different agencies involved in the delivery of youth sport', in which there will be 'competing interests of sport and PE' (2003, p.232) and thus, a reliance on how the policy is interpreted by those involved. Flintoff concludes that questioning whether the implementation of the SSP (SSCo Programme) over the longer term will provide for all young people and 'not just those who have historically been interested and involved' (2003, p.247).

Flintoff's (2008) paper 'Targeting Mr Average' builds upon the first study and seeks to consider the question posed above, as to whether the PESSCL strategy was able to provide for all young people. This study identifies, in the first instance, that whilst there was 'no doubt' the programme was improving opportunities for children to be physically active within and beyond the curriculum (2008, p.407) there was a dominance of the discourse of competition. Exemplified, firstly, by the alignment of school sport competitions to sports offered as extra-curricular activities. Secondly, how the targeting of participants, from under-represented groups such as girls, was used to increase participation in PESS. Whilst the coordinators involved in the study considered that they targeted girls to increase participation, they targeted girls as an homogenous group and did little to challenge the dominant gender discourses in PESS. Thus, Flintoff continues to question as in her earlier study, as to whether PESSCL can provide [positive experiences] for all young people.

Later, Flintoff et al. (2011) investigate the quality of young people's experience of PESS over the seven years of investment and the two PESS strategies. The study identified two key issues. The first focuses on how the government's monitoring and evaluation influenced the 'actions of coordinators' (2011, p.346). They identify that the focus on quantitative measurements – participation targets, 'significantly impacted their [coordinators] practice (2011, p.346) particularly when there was a pressure to meet 'constantly shifting targets' (2011, p. 345) as the education priorities are overlooked in favour of quantitative targets required to secure future funding. The second key theme was the 'emphasis placed on the educational nature of opportunities being developed' (2011, p.345) and the differences between primary and secondary schools with participants highlighting the development of high quality PESS more so in primary schools than in secondary schools. Whilst CPD was favoured in primary schools, facilitated by the twelve days allocation of in-service training, secondary schools initiatives such as Leadership were more welcome than 'giving away control' of extra-curricular sport (2011, p.347). Flintoff et al., consider that at secondary school

level there was less evidence of 'coordinators developing innovative practice' (2011, p.347) and 'accompanying, innovative pedagogy' (2011, p.341).

Smith and Leech's (2010) study was focused within primary schools, particularly with the awarding of 'Activemark' and attention being concentrated on quantity of PESS as opposed to quality. They identify the outcome-based evaluation with data collected through the annual national survey was inadequate and were designed in order to provide the government with 'simple 'killer facts'' (2010, p.327), whilst also recognising that participants in their study did not consider the PESSCL survey [annual national survey] to be relevant to them and 'did not take the process of evaluation seriously' (2010, p.341). They conclude by questioning the lack of robust evidence available on the effectiveness of SSPs, particularly how they have enhanced the experience of young people through PESS. Edwards' (2011) research investigated the impact of the SSP on primary schools. His study sought to provide an in-depth analysis of three primary schools examining the contexts, mechanisms and outputs of the schools experience of the SSP from the views of teaching staff. Edwards considers that whilst physical education had begun to 'occupy a position of greater centrality' (2011, p. 204), it was not conclusive that this had been due to the SSP programme and that the results of this study were not as positive as the national evaluations would suggest. The study also suggests that schools did not work in partnership, with 'no sharing of resources, expertise or good practice' (2011, p.213), often only coming together at school sport competitions (2011, p.213). The prioritisation of quantitative data [participation rates] concurs with Flintoff (2011) that educational outcomes were overlooked, in favour of attaining targets, but that SSPs were more likely to be 'dictating what activities are available to schools without consultation with school staff or pupils' (2011, p.229) and thus, concludes that the study appears to refute the positive results reported in the national evaluations moreover, that the impact of the programme was 'poor' (2011, p.234).

Mackintosh (2012) discusses this emergent body of research and suggests that studies, such as Flintoff (2008), were often conducted with a 'narrow focus' only involving a single SSP and thus 'at this stage of the SSP evolution evidence was

inconclusive at best' (Mackintosh 2012, p.6). Yet [independent] qualitative research investigating the impact of the PESS strategies was limited to such studies, with Flintoff et al. (2011, p.343) identifying that 'the dominant discourse of 'success' in national evaluations of the SSP programme has centred on quantitative measures of improvement'. Smith and Leech (2010, p.343) argue that the impact of the SSP is contested due in part to the fact that 'robust evidence in support of the effectiveness of the SSP programme is scanty'.

Evidence of the 'success' of the PESS strategies reported in the media remained focused around an improved provision of PESS, particularly in primary schools (Ofsted 2006, 2012; Quick 2007; Quick et al 2005, 2006, 2008, 2009). It was this reported success, based on quantitative methods of assessment, which was used to underpin a continued investment into PESS for almost a decade.

2.7 End of an era?
In 2010, the General Election brought about a new Coalition Government led by the Conservatives and supported by the Liberal Democrats. In the October of the same year, the Comprehensive Spending Review was unveiled, and contained therein was the immediate ending of the PESSYP strategy. Michael Gove communicated his decision to the YST by letter;

> To give them [schools] the freedom and incentives to organise it [PESS] themselves, for themselves, rather than impose a centralised government blueprint… Our approach differs fundamentally from that of the last Government. As part of this change of approach, I have concluded that the existing network of school sport partnerships is neither affordable nor likely to be the best way to help schools achieve their potential in improving competitive sport. (Gove, 2010, pp. 1-2)

Whilst the country was in recession with government departments expected to make significant cuts the 100% budget cuts to PESS was unexpected, although there was a partial reinstatement of funding following a public campaign supported by the media in the months that followed (Houlihan and Lindsey, 2013,

p.159). Surprisingly, this campaign included the Conservative press with Gareth A. Davies reporting in *The Telegraph* his dismay at the decision to end a seemingly successful programme.

> Half a million teachers, parents and pupils have signed a petition which will be delivered to Downing Street on Tuesday morning as campaigners maintain pressure on Prime Minister David Cameron to reverse the decision to axe funding for School Sports Partnerships… Gove's embarrassment could be compounded early in 2011, with an Ofsted report expected to underline the growing benefit of SSPs, in both the provision of sport, and in schools with successful sports programmes showing a positive knock-on effect in exam results nationally. (Davies, 2010)

Whilst this thesis will not investigate the impact of this funding decision, it is important to note that during the undertaking of this research, the SSP programme ceased operating.

2.8 Conclusion

It has been important to provide the political backdrop to the evolution of PESS in schools. The momentum behind PESS gathering pace was accompanied with increased investment made possible by the National Lottery. The political backing behind the development of sport, as well as alignment to the discourses of health and elite sporting success, also favoured investment into PESS. There was however a shift in working practice where New Managerialism was favoured and, increasingly, schools too were required to work in an outcome-focused way, conversing in a language of targets, audits and performance management. Paradoxically, whilst there was a competitive, free-market approach the [new] Labour government moved away from a culture of contracts to one of partnerships. This partnership approach brought together the two government departments, the Department for Education and the Department for Culture, Media and Sport, to 'create' PESSCL – a sports strategy engineered to address educational standards.

Over the years, the PESS strategies evolved, success being claimed through quantitative data and yet, the developing body of independent research (Flintoff, 2003, 2008; Flintoff et al, 2011; Smith and Leech, 2010) questioned the lack of focus on quality of PESS, in particularly on young people's experiences of PESS. The literature suggests that the benefits of PESS to schools were different between primary and secondary schools. Primary schools benefitted from CPD through the provision of funding for 12 in-service days per year, plus the support of an SSCo. Secondary schools seemingly less receptive to giving up control of their PE and extra-curricular programmes, but did favour initiatives such as Leadership (Flintoff et al., 2011). In all cases, the focus on data and performance against national criteria, had an effect on which elements of PESS were prioritised.

The SSP programme was cut by the new Conservative-led Coalition government in 2010. The impact of this decision has yet to be researched but if, during an era when PESS was receiving both political and financial support yet still resulted in a lack of 'accompanying, innovative pedagogy' (Flintoff, 2011, p.341), it would suggest that physical education has continued to remain resistant to change (Kirk, 2010). More so, that PESS was socially constructed based on the priorities of government, agents and agencies involved in its [PESS] production. Particularly as Kirk (1992) considers that the construction of PESS is not a neutral process, a position supported through the political backdrop provided in this chapter.

CHAPTER THREE

THE SOCIAL CONSTRUCTION OF PESS

In the previous chapter, I discussed the political changes that took place over the last 30, or so, years that have facilitated the rise of PESS and the policies that accompanied its implementation in schools. However, the development of PESS policy has not stood alone in the realm of educational reform. Educational reform has been 'epidemic' and of 'interest to governments across the globe' (Levin, 1998, p.131). The introduction of policy into schools has been a continuous process, yet in these past 30 or so years, education as a domain has been targeted as an area of concern but also a political battleground. This was the case particularly in 1997 with the election of New Labour and Tony Blair as Prime Minister on the mantra of 'Education, Education, Education'. Yet with so many policies being created, it is important to try to understand both the development of policy and what happens to policy when it leaves its creators in central government for implementation in schools.

In this chapter, I examine Bernstein's theory of the social construction of pedagogic discourse as the central theoretical framework for this study. I introduce his concept of the pedagogic device that explains the way that knowledge is produced and reproduced into particular institutional forms such as school subjects. Within the pedagogic device, Bernstein recognises three main fields (primary, recontextualising and secondary), and I examine the significance of these in relation to PESS.

Finally, I consider PESS specifically, recognising the construction of PESS and that 'the act of defining physical education is a social process', and that 'no definition of physical education is politically, socially or culturally neutral' (Kirk, 1992, p.25). I draw on the work of Penney and Evans in relation to the development of the NCPE in the 1990s. Specifically I examine the process of

implementation in relation to the normalisation of practice and slippage. I conclude with a discussion of the resistance of physical education to change.

3.1 Bernstein and the social construction of pedagogic discourse: The pedagogic device

Bernstein introduced the concept of the pedagogic device to explain the way that knowledge is produced and reproduced into particular institutional forms such as school subjects. Bernstein defines education as 'a relay of power relations external to it' (1990, p.168). For Bernstein, the natural outcome of considering education as a form of symbolic control is a definition of the relationship between the ''carrier' (or relay) and the 'carried' (what is relayed)' (Bernstein, 1996, p.41). The 'carrier' is the pedagogic device and the 'carried' is the pedagogic discourse. The pedagogic device provides an analytical description at the level of the classroom of a more general process- the recontextualisation of knowledge.

The pedagogical device focuses on the nature of the relay, and how knowledge is constructed, maintained and legitimised – it is the 'grammar of pedagogical discourse', referring to grammar metaphorically rather than in a literal sense. Bernstein defines pedagogic discourse as:-

> the rule which embeds a discourse of competence (skills of various kinds) into a discourse of social order in such a way that the latter always dominates the former… *a principle for appropriating other discourses and bring them into a special relation with each other for the purposes of their selective transmission and acquisition.*(Bernstein, 1990, pp.183-4. original emphasis in text).

And that;

> …pedagogic discourse is a recontextualising principle… pedagogic discourse can never be identified with any of the discourses it has recontextualised. (Bernstein, 1996, p.33)

It is important to note that the pedagogic discourse does not have a discourse of its own. I will discuss this later in relation to the recontextualising process. The

pedagogic device is a pivotal concept in Bernstein's theory of the production of pedagogic discourse and becomes the crucial arena of the struggle for control (Bernstein, 1990). According to Bernstein (1996, 2000), the pedagogic device is a necessity for the reproduction and transformation of knowledge and culture. Bernstein attempts, through the theory of the pedagogic device, to explain the rules that generate stability across the education system, whereby 'the most outstanding feature of educational principles and practices is their overwhelming and staggering uniformity independent of the dominant ideology of specific nation states' (Bernstein, 1990. p.169). The internal rules of the pedagogic device regulate the pedagogic discourse and in the following section I will examine the distributive, recontextualising and evaluative rules in turn.

3.2 Rules of the pedagogic device

The grammar of the pedagogic device is operated through a set of three rules: distributive rules, recontextualising rules, and evaluative rules. These rules share a hierarchical relationship where the distributive rules regulate the recontextualising rules, which in turn regulate the evaluative rules.

3.2.1 Distributive rules

These rules are concerned with the relations constructed between 'power, social groups and forms of consciousness' (Bernstein, 1990, p.180) and how knowledge is distributed selectively, and unequally, to various groups. Bernstein talks of two forms of knowledge – 'thinkable' (reproduction of discourse) - and 'unthinkable' (production of discourse) and how agents access these selectively, establishing relationships of power and control. The pedagogic device both controls the unthinkable as well as those who may think it, and thus sets the limits of legitimate discourse. In addition, Bernstein identifies a gap between the thinkable and unthinkable that allows for new ideas to be conceived. This gap, however, is regulated by the power relations because of its possibility 'of an alternative order, an alternative society, and an alternative power relation' it is the 'site of the *yet to*

be thought' (Bernstein, 2000, p.30). This regulation controls who has access to this site and ensures that the alternatives provided by the gap are controlled in the interests of those agents who have access to this site. The distributive rules lie in the primary field, which 'is controlled more and more today by the state itself' (Bernstein, 2000, p.31) and that, within this field the production of discourse occurs.

3.2.2 Recontextualising rules

Pedagogical discourse is the specialised communication in which knowledge is both transmitted and acquired. It is a principle for 'delocating a discourse, for relocating it, for refocusing it' (Bernstein, 2000, p.36). Within this action, the discourse goes through a transformative process from actual practice to an imaginary one, thus creating 'imaginary subjects' that is, it becomes something other than itself. Discourse is removed from its original site of production to another site where it is altered in order to relate it to other discourses. This recontextualised discourse does not resemble the original discourse because it has been changed into pedagogic discourse. As discussed earlier, pedagogic discourse does not have a discourse of its own, it 'selects and creates specialised pedagogic subjects through its contexts and contents' (Bernstein, 2000, p.31).

Within the recontextualising rules, pedagogical discourse has a distinctive feature in that there are two forms of discourse: instructional discourse (ID) and regulative discourse (RD) and that ID is embedded in the RD (ID/RD);

$$\frac{\text{INSTRUCTIONAL DISCOURSE}}{\text{REGULATIVE DISCOURSE}} \qquad \frac{\text{ID}}{\text{RD}}$$

(Bernstein, 2000, p.32)

The ID is described by Bernstein (2000, p.32) as 'the discourse which creates specialised skills and their relationship to each other' with the RD as 'the moral discourse which creates order, relations and identity' (Bernstein, 2000, p.32). Therefore, interventions such as PESSCL/PESSYP may or may not succeed as

their success depends on the extent to which the ID is aligned with the RD. ID is underpinned by discursive rules or the rules of selection, sequencing, pacing and evaluation, and represents how things are (actually) done in schools. RD, on the other hand, underpinned by the rules of hierarchy and social order, refers to what is done in schools, and regulates the ID.

3.2.3 Evaluative rules

Evaluative rules are concerned with the pedagogic practice in that they create the criteria through which what is deemed to be legitimate knowledge is established. Thus, the evaluation rules are concerned with recognising what counts as valid knowledge in relation to 'acquisition of instructional (i.e. curricular content) and regulative (i.e. social conduct and manner) texts' (Singh, 2002, p.573). These rules are located within the SF, within schools and other educational institutions, and provide the criteria to be transmitted and acquired in the school setting. The rules regulate and constitute pedagogic practice at the classroom level in terms of 'acting selectively on content, the form of transmission and their distribution to different groups of pupils in different contexts' (Bernstein, 1996, p. 115). Significantly, the evaluative rules play a role in checking and monitoring the adequate realisation of the pedagogic discourse (Bernstein, 1990).

3.3 Fields of the pedagogic device

Bernstein established his concept of the pedagogical device to explain how educational knowledge is constructed and, within the pedagogic device, he recognises three main fields: primary, recontextualising and secondary;

- a field of production (primary field) where 'new' knowledge is constructed and positioned;

- a field of recontextualisation (recontextualising field) where discourses from the field of production are selected, appropriated and repositioned to become 'educational' knowledge; and

- a field of reproduction (secondary field) where pedagogic practice takes place – schools.

Each field has a hierarchical relationship that concerns itself with the production, recontextualisation and reproduction of knowledge, and is occupied by a range of agents and agencies. Within the primary field, the agencies and agents that are concerned with the production of discourse are located. The distributive rules lie in the primary field which 'is controlled more and more today by the state itself' (Bernstein, 2000, p.31) and that within this field, the production of discourse occurs. Van De Ven (1986) discusses the process of innovation and that this process is defined as the development and implementation of new ideas by people who, over time, engage in transactions with others within an institutional context. Kirk (1988) argues that it refers to new or original practices and ideas in particular contexts.

The recontextualising field (RF) is concerned, as the name suggests, with the recontextualising of discourse resulting in the production of accompanying texts. Within the RF, Bernstein identifies two sub fields; the Official Recontextualising Field (ORF) and the Pedagogic Recontextualising Field (PRF). Firstly, the ORF includes the 'specialized departments and sub-agencies of the State and local educational authorities together with their research and system of inspectors' (Bernstein 1990. p.192). This field is 'created and dominated by the state for the construction and surveillance of state pedagogic discourse' (Bernstein, 2000, p.115). Agencies within this field include many government departments and quangos, as well as the 'arm's-length bodies'.

Secondly, the PRF consists 'of trainers of teachers, writers of textbooks, curricular guides, etc., specialised media and their authors' (Bernstein, 2000, p.115), is exposed to strong internal classification and can produce sub fields specialised to the many levels within the education system, such as the abilities of the pupils or the curriculum offered. It is in this field that the Association for Physical Education (afPE) and many of the education-based bodies are located.

Agencies in this sub field seek to 'exert influence both on the State and its various arrangements and/ or upon special sites, agents and practices within education' (Bernstein, 1990, p.192).

The existence of these two fields and the relationship between them is such, as Apple (2002) suggests, that the PRF prevents the ORF from being totally dominant. An anomaly that exists in the context of my study is that the YST, as an independent charity that would normally operate in the PRF, had successfully repositioned themselves into the ORF through the management of the PESS programmes. Bloyce and Smith (2010) consider that in the mid-1990s, the professional associations for physical education (BAALPE and PEAUK, later afPE) lacked consensus about what PESS should be, together with a lack of focus both institutionally and politically. This, together with the DCMS being considered weak in comparison to other government departments, allowed for the 'growing influence and power of the YST' (2010, p.64).

Applying the theory of the pedagogic device, these organisations can also be identified as agents and agencies within the recontextualising field. The pedagogic device allows for an analysis of how these groups operate and communicate with and between each other, as well as within the educational system(s). Thus enabling a study to consider how knowledge is defined, legitimised and (re)produced, and the 'struggle for control' (Bernstein, 1990). This 'knowledge' is then reworked to produce 'regulative discourse' out of which 'instructional discourse' is constructed, as discussed earlier in this chapter.

The power relationships that exist within these fields are as important as the power relationship between them. This is particularly important for PESS given that Houlihan (2000) considers that the space in which PESS is located is within a 'crowded policy space', where there is pressure from a range of interests, not only education and sport development but also from other sectors such as health, social inclusion and elite sport. These interests were often competing whilst also

recognising that the boundaries for school sport were 'especially difficult to determine' (Houlihan, 2000, p.178).

Bernstein provided a diagrammatic representation of the production, transmission and acquisition of pedagogic discourse within the pedagogic device at three levels and identifying the rules of the pedagogic device.

Figure 2: The pedagogic device within and between three levels (Bernstein, 2003, p.190)

		Discourse
	Distribute rules of thinkable / unthinkable discourses/practice	Production
Pedagogic Device →	Recontextualising rules of pedagogic discourse	Transmission
	Evaluation rules of Pedagogic practice	Acquisition
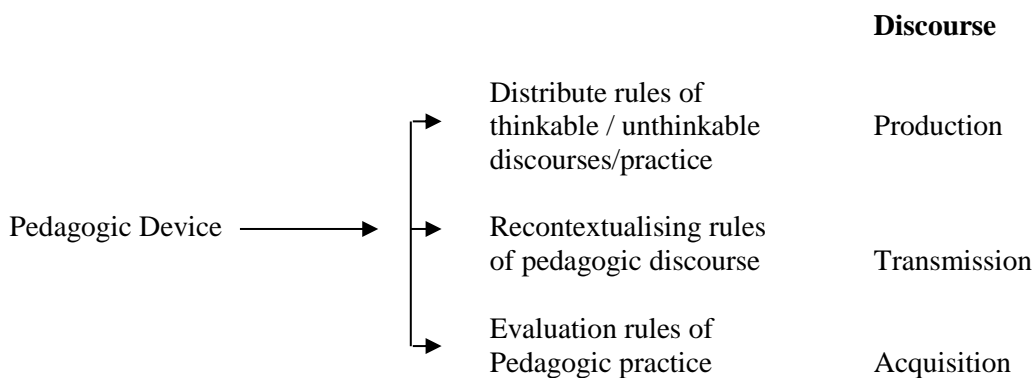
When discourse from the primary field passes into the RF, there is a process of transformation – 'decontextualising', where discourse is first 'delocated' before being 'relocated', to ensure that the resulting recontextualised discourse does not resemble the original discourse and that it has been changed into pedagogic discourse. Bernstein drew on the example of the subject of woodwork in the school curriculum. He suggested that pedagogic discourse is that by which other discourses are appropriated and brought into a special relationship with each other for the purpose of their selective transmission and acquisition. In explaining this model, he shares an example from his own childhood;

> When I was at school I spent three years in a large room with wooden benches, side benches and with saws, hammers and chisels. After three years I had a pile of wood chippings as high as the bench itself. But what was I doing? Well, what I was doing was this: outside pedagogy there was carpentry, but inside pedagogy there was woodwork. (Bernstein, 2000, p.47)

Similar analogies can be made to the pedagogization of sport as physical education within PESSCL and PESSYP. For example, the Gifted and Talented [in Physical Education] programme originated from the discourse of elite sport performance. Agencies such as NGBs, academics and the YST then repackaged the discourse of elite sport performance as 'high quality PE for gifted and talented pupils' as well as providing materials such as the Junior Athlete Education framework. This framework was designed to assist schools in developing supportive programmes for their students who were identified as talented performers by NGBs and involved in representative level sport. The YST considered that this approach not only supported a whole school approach but, due to the personalisation of each programme, also satisfied outcomes listed in *Every Child Matters*.

The process of transformation happens not only within the RF but is transformed again as the pedagogic discourse is reproduced in the SF;

> It is in the recontextualising field which generates the positions of pedagogic theory, research and practice. (Bernstein 1990, p.193)

The SF is concerned with the acquisition of knowledge that has been created in the recontextualising field and with the reproduction of knowledge that it is now 'thinkable'. The reproduction of knowledge, 'ID/RD' - is then determined by the evaluative rules. Located within the SF are a number of agents and agencies, including the SSPs, schools, teachers and students who are engaged in the selective reproduction of educational discourse (Bernstein, 1990).

3.3.1 Application of the pedagogic device to PESS

Bernstein's work has previously been used to theorise the social construction of physical education, most notably by Kirk (1988, 1992); Kirk et al., (1997), Penney and Evans (1999); MacPhail (2000, 2004, 2007), Evans and Penney (2008) and Hay and Penney (2013). Glasby et al. (2001) presented the following model of the pedagogic device and its relationship to school physical education. This model draws on simplified features of Bernstein's model presented in the previous

section but identifies the core regulative discourses of physical education and the key players in the primary, recontextualising and secondary fields.

Figure 3: Diagram of the pedagogic device and how it relates to school physical education. (Glasby et al., 2001)
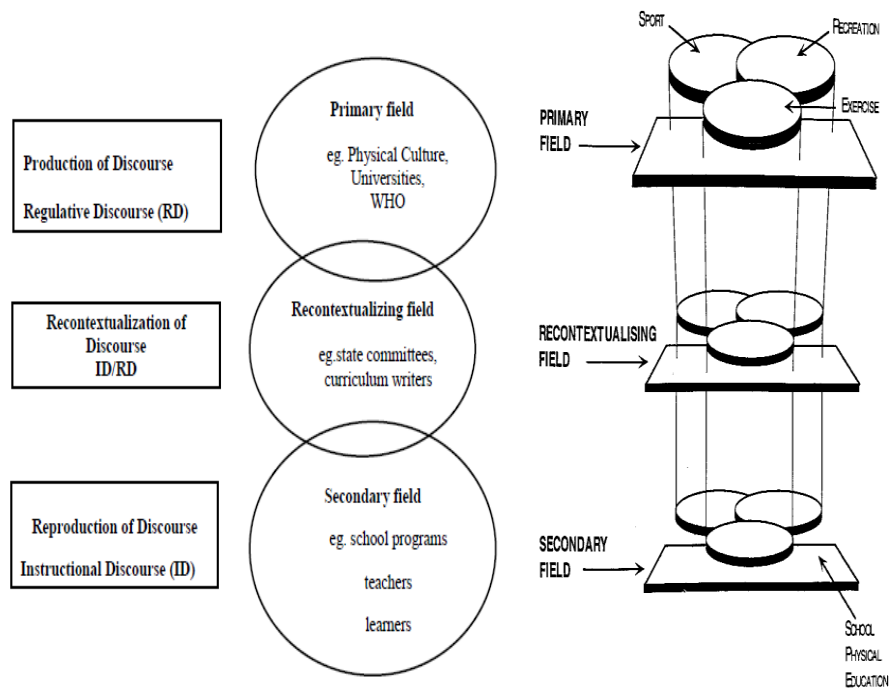
In the paper by Glasby et al. (2001), they identify that one of the key benefits of Bernstein's theory of the social construction of pedagogic discourse is that it allows researchers to better understand the relationships between the sites in which curriculum development and change takes place. Furthermore they identify that it allows a better understanding of the relationship between the production of new curriculum artefacts such as syllabuses, frameworks and guides, and movements and shifts in forms of knowledge in other sites.

Glasby et al. (2001) go on to highlight the varied bodies of research in physical education that have developed related to this framework. Amongst other agendas, they, firstly, identify a body of research examining configurations of knowledge and various cultural forms, produced in the PF, and their relationship to forms of

curriculum in the SF. A major focus of the work to date has been on the interfaces between universities as sites of knowledge production and the forms of ID offered in senior secondary school programs (Macdonald et al, 1999; Casey, 2014). Secondly, they acknowledge research focused on the on-going, sometimes latent, influence of former and current forms of physical education on present and future forms of the subject. The relationship has been addressed in detail for both Britain (Kirk, 1992; 2010) and Australia (Kirk, 1998a, 2001). Thirdly, they highlight research focused on the specific relationship between the fields and, in particular, the interface of the RF and SF. In this area, the work of MacPhail (2000, 2004, 2007) and Penney and Evans (1999, 2000) are particularly significant in contributing to our understanding of the application of the pedagogic device. In the next sections I will examine the literature to outline what is already known about the development and implementation of innovation.[5]

3.4 Approaches to Innovation and Change

Machiavelli, in his work 'The Prince' written in 1513, warns the reader about the process of innovation;

> It must be considered that there is nothing more difficult to carry out, nor more dangerous to conduct, nor more doubtful in its success, that an attempt to introduce innovations. For the leader in the introduction of changes will have for his enemies all those who are well off under the existing order of things, and only lukewarm supporters in those who might be better off under the new (Machiavelli, 1513, Ch.6).

Machiavelli highlights the complexity of the process and it is doubtful that the complexity involved in the implementation of innovation and change has improved in over 500 years. In 1998, Mintrom and Vergari suggested that within

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[5] In addition to the bodies of research Glasby et al. identify, it is important to recognise within the University of Bedfordshire, Hyunwoo Jung has undertaken a companion study with a focus on the articulation of discourses from the primary field with PESS policy developed in the RF. The title of his PhD thesis is 'The Social Construction of Pedagogic Discourse in Policy for Physical Education and School Sport'.

the study of education policy, innovation is identified as an inherently difficult process. What is meant by the innovation, reform, change and many other interrelated terms have many meanings and definitions. Within this thesis I use the term innovation defined by Nisbet (1974, p.2) as 'any new policy, syllabus, method or organizational change which is intended to improve teaching and learning'. Furthermore, I am not only interested in innovation related to a curriculum package focused on teacher resources. Instead, I draw on Zhu et al. (2013) whose definition of curriculum includes 'planned educational experiences for both students and teachers offered by a school which can take place within and beyond schools' (p.84).

Within these broad definitions it is evident that innovation in educational policy has reached 'epidemic proportions' (Levin, 1998) with 'policy hysteria' (Stronach & Morris, 1994), as governments increasingly seek to utilise education for other agendas (Priestley, 2002). Ball (2008, p.39) refers to an 'unstable … but apparently unstoppable flood of closely related reform ideas'. Former Prime Minister Gordon Brown was accused of 'initiativitis' (Grix and Phillpots, 2010) - a tendency to announce swathes of new initiatives with little inherent substance, and education did not escape this 'disease'. This term has since also been aligned to the new coalition government Secretary of State for Education, Michael Gove, in an article 'Initiativitis in Education taken to a new level' (Governors Agenda, 2010). Thus, it is apparent that the education field has been subject to significant innovation in recent years. However, academic research has highlighted that the relationship between innovation and the subsequent process of change is not straightforward. Problematically, Cuban (1988, p.86) identifies that 'innovation after innovation has been introduced into school after school, but the overwhelming number of them disappear without a fingerprint'. Sparkes (1989) uses the example of health related fitness in physical education as an example of 'innovation without change'.

The three approaches to curriculum reform, top-down, bottom up and partnerships, as identified by Fullan (1982), provide an opportunity to consider the

complexities involved in reform (Kirk and MacDonald, 2001; Macdonald, 2003). Fullan (1994) further identified that as dissatisfaction with failed implementation grew in the 1970s, states and districts turned more and more to mandatory solutions. The top-down approach, as the name suggests, involves reform being introduced often by policy makers that are external to the school system. Attempts at curriculum reform in North America and Britain during the 1960s and early 1970s lead to the development of the so-called 'teacher proof' curriculum package as a central component of the reform process (Macdonald, 2003). As the term 'teacher proof' suggests, the aim was to minimise the teacher's influence on curriculum reform by developing a tight relationship between educational objectives, curriculum content and assessment instruments packaged in a set of curriculum materials produced by specialized curriculum writers removed from the school (Macdonald, 2003). Researchers that support top-down change argue that this type of initiative is likely to be successful because of the central source of support and because they are generally well funded (Cutner-Smith, 1999). However, critics would argue that this model does not facilitate any real change, (Fullan, 1994, Kirk, 1988, Locke, 1992), and that some teachers may adhere to the imposed innovations only to survive (Fullan, 1982; Sparkes, 1991a). However, the top-down approach was not able to ensure the fidelity that it set out to achieve.

In order for fidelity to be improved, the approach changed in the late 1970s from a top-down approach to involving teachers in the process, thus initiating a bottom-up approach. During this period the introduction of action research and school based curriculum development were evident, both locating teachers and schools at the centre of the reform process, a shift to recognising teachers as subject specialists (Gillborn, 1991). Using teachers to undertake curriculum reform was often not well funded and it was recognised that if it were to be successful this approach would need 'various support structures and a developed capacity in teachers to use the structures' (Skilbeck, 1982, p.28). Fullan (1994) considers that neither the top-down or bottom-up approach is superior, or favoured, above the other and that both approaches continue to be used and both continue to be ineffective.

From the 1980s onwards there was a new approach – partnerships; 'across-boundary collaboration' (Fullan, 1999 p.61). This form of collaboration brought together teachers and curriculum developers but also administrators, researchers and even parents. From the 1990s, this partnership approach was also being adopted in government policies and initiatives. In reviewing the political changes in England during this period, the election of New Labour brought about a plethora of educational policies based upon partnerships and a 'joined up' approach. Despite the rhetoric of a partnership approach to innovation, in subsequent sections, I explore the relationships in play within the partnership approach and highlight that such relationships are not necessarily equal. Fluctuations between who, at any given time, has the power to influence and inform the production of official texts often exist.

3.5 Development of innovation in physical education (and school sport)
I discussed in Chapter Two the development of the major physical education and sport policies produced over the past 30 years in the UK. There is a long history of research into the construction of policy and curriculum in physical education and sport both nationally and internationally and both contemporarily and historically (Ball, 1994, 2004, 2012; Goodson, 1988, 1993; Kirk, 1986, 1988, 1992, 1994, 1996, 1997; Penney & Evans 1999; Penney and Chandler, 2000; Sparkes 1990, 1991a, 1991b). In this section I review some of the significant research that examined the construction process before examining the literature focused on implementation in section 3.6.

No definition of physical education is politically, socially or culturally neutral (Kirk, 1992). Goodson (1988) identifies subject communities, such as physical education, as being constituted of coalitions of rival interest groups. Indeed, Houlihan (2002) argues that the policy space for PESS is a crowded one, occupied by organisations with health, sport and education agendas, and that it is important to contemplate the voices that exist within the crowded space. However, equally important is a consideration of how some voices are heard, whilst others are

reduced to merely background noise. Ball (1994) considers that within the process of educational reform relationships of power need to be considered. Particularly considering the power relationships involved in the production of discourse, where 'discourses are about what can be said, and thought, but also about who can speak, when, where and with what authority' (Ball, 1994, p.21). Thus, human interaction must be considered in the process.

Within the sociology of education, writers such as Apple, Bourdieu, Bernstein and others consider that education is saturated with various kinds of power relations, between teachers, schools, administrators and government. Moreover not only are the relations between organisations but also within each 'group' and within the curriculum. Power relations in policy production, implementation and enactment are important in that they will determine what messages are legitimised. It is important to identify who has the power at any given moment in time; to identify who is included in the process as well as excluded, reverting back to Ball's (1994) earlier point that it is necessary to consider who can speak, when, where and with what authority. Mayo and Taylor (2007) argue that those who have power and resources will have the power to retain control and resources.

Williams (1985) identifies the role of the wider public in this process. He maintains that for subjects to survive on the curriculum they seek to be legitimated by the wider public and as such discourses not only define physical education but also legitimise its position. The need for a fit and healthy workforce to be nurtured, and for success at the elite level in sport, has legitimated physical education's place on the curriculum, however it has remained marginalised (Chen and Ellis, 1994; Evans and Penney, 1999; Hardman and Marshall, 2000; Bailey, 2004; Hardman, 2008). Kirk (1992) suggests that physical culture defines the purpose of physical education, and as such the subject is susceptible to a change of focus as culture changes and other discourses gather momentum. For example, the crisis discourses of youth obesity and its impact on health have gathered significant momentum and priority over the past decade (Gard, 2011). In light of rising concerns about youth obesity in western culture, there is renewed emphasis

on children understanding the importance of being active and schools have been tasked with delivering health based outcomes, such as 'engagement with healthy, active lifestyles' (Department for Education, 2012), within the physical education curriculum, an outcome that is also found within the earlier characteristics of 'high quality PE and school sport' (Department for Education and Skills, 2003).

Goodson (1993) acknowledges that curriculum change is at times nothing short of turf warfare between teachers and academics about what should constitute schools subjects as subjects seek legitimacy to survive. He offers a framework for examining the complex and contradictory process of curriculum construction recognising that teachers enter the process on an unequal footing as content is already populated with definitions of what constitutes knowledge. Teachers' involvement in the development of reform has been extensively researched and in the next section I review the literature that specifically addresses this issue.

3.5.1 Teacher Involvement in Curriculum Development
Penney and Evans (1999) provide an in-depth analysis of the development and implementation of the NCPE identifying that teachers were recognised as crucial not as 'the makers of the curriculum' but as 'vital cogs in the wheels of its delivery' (p.33). They identify that the development of the NCPE proposals were conducted in such a way that few physical education teachers had any knowledge of, let alone played an active role in, the development process. For example, teachers, particularly from state schools, were excluded from the working group tasked with the construction of the revised NCPE, yet elite athletes and successful (sporting) private schools included. This inclusion/exclusion permitted the Conservative vision of physical education as success in sport to be legitimated through the construction of the NCPE. The lack of teacher engagement/involvement in the development of NCPE is indicative that more often than not, innovation is received by teachers for enactment and that often teachers are marginalised in the development process (Macdonald, 2003). This situation is not exclusive to physical education. Ball et al. (2012) discuss how

policies are written with the expectation of being enacted in schools, but that teachers are often external to the process. They note that paradoxically, it is teachers are held accountable for successful implementation whilst having limited influence on what the reform should look like. As a result of the lack of engagement of teachers, Penney (1999) highlighted her belief that the revisions to the NCPE would not be welcome;

> …the revision will surely be seen as 'yet another' imposed change; a continuation of the trend of the nineties, of 'initiative overload'… burdening rather than helping teachers (Penney 1999, p.13)

Penney argued that far from feeling that they were key players in the on-going development of the National Curriculum, the majority of teachers in England 'will once again feel imposed upon' (1999, p.13).

The segregation of innovators and teachers is an important one to contemplate; particularly when you consider the number of reforms that are created in silos which, when they come together in the school environment, can often be conflicting and confusing. The result is that the role of teachers and schools in the implementation of innovation becomes increasingly prescriptive (Ball et al., 2012; Jeffery, 2003; Lytle, 2000). This echoes the curriculum development in the 1970s where Macdonald (2003) identifies that the curriculum was subject to 'teacher proofing' rather than recognising the central role of teachers in innovation. Increased prescription is based upon policy makers' assumptions that when reform enters the school environment, schools and teachers are able to interpret it in the way in which it is intended. Yet, often there is a 'formidable gap between the intent of curriculum projects and what actually happens in the classrooms' (Goodlad, 1971 cited in Kirk, 1988, p.86).

3.6 Implementation in schools

Innovation is ultimately concerned with improving and reforming what happens in schools with the aim being to improve educational standards (Harris, 2009). There is a significant body of research about the process of implementing change

in schools and in this section I will examine the process of translating innovation into practice in schools.

In considering how policy is translated into practice Cuban (1988) suggests that there are two types, or orders, of change. The first order involves change concerned with efficiencies, and the second order resulting in change to the core of teaching. This idea is developed, in more detail, by Sparkes (1990). Sparkes, like Cuban, identifies forms of change from surface change that is relatively easy to obtain to real change considered to be very difficult to achieve, with these two levels of change at the ends of a change continuum.

Figure 4: Levels of Change (Sparkes, 1990, p.4)

SURFACE CHANGE (relatively easy)

Level 1   The use of new and revised materials and activities, for instance, direct instructional resources such as curriculum packs.

Level 2   The use of new skills, teaching approaches, styles and strategies, that is, changes in teaching practices with attendant changes in the teaching role.

Level 3   Changes in belief, values, ideologies and understanding with regard to pedagogical assumptions and themes. This can involve a major reorientation of philosophy and image.

REAL CHANGE (very difficult)

Elmore (1994) argues, second order change is more difficult to make than first order change and suggests that instead there is a tendency is to tweak reforms to fit existing routines and practices, akin to Kirk's (2011) notion of 'normalization of the innovative idea', which will be discussed in more detail later in this chapter.

Whilst investigating what happens to innovation when it enters the school domain and its effect on practice, there is a need to examine the process(es) in place that affect the adoption or adaptation of innovation in schools by teachers. The implementation, and realization, of change is not a passive process and those at which the change is targeted are not passive recipients (O'Toole, 2000). Fullan (1993) discusses the role of the teacher as that of 'change agent' in order that they can participate in 'productive change'. Fullan's use of the term 'change agent' suggests that teachers are able to bring about change within schools. Yet he maintains that this concept of teachers as 'change agents' requires teachers to be innovative practitioners. Fullan argues that 'the way teachers are trained, the way schools are organised, the way education hierarchy operates and the way political decision makers treat educators, results in a system that is more likely the *retain* the status quo' (1993, p. 3, italics in the original). Although, in identifying the centrality of the teacher as change agent, Fullan (1994) also recognises the hierarchical organisation of education as influential in the change process. He argues that, within schools, policies are disseminated through the hierarchical layers of staffing where they are read and interpreted. By the time policy has reached teaching (classroom) staff, the policy may have undergone several interpretations, not only interpretations of the original policy but the interpretations of the policy made by others as it passes through the school. The policy that reaches the classroom teacher and is (re)interpreted once again it may not bear any resemblance to the 'official text'. There is, as Osborn et al. (1997) acknowledge, inevitability in teacher mediation of policy.

Fullan (1982) considers that teachers will consider three questions when change is introduced; whether change is needed, whether the change has the support of the administration/management of the school and finally does change have the support of colleagues (other teachers). Jin (2013) identifies school administrators, in their research, were explicitly condemned for failing to provide the support required by PE teachers to be actively involved in curriculum change. This, together with [teachers] feeling over-worked and under-valued, contributes to an

unwillingness of teachers to take up the challenge of change. Hargreaves (1994) identifies teacher response to change is ultimately based upon choice;

> Which choices we make will ultimately depend on the depth of that understanding [of the context, process and consequences of change] but also on the creativity of our strategies, the courage of our convictions and the direction of our values. (Hargreaves, 1994, p.18)

Choice is influenced by the context in which change is introduced, and decisions will be made incorporating personal circumstance (MacDonald et al., 1999; Evans and Penney, 1999). Thus, as Fullan (1982) argues, the benefits of change for a teacher will need to outweigh any costs, such as change in practice, time, beliefs, values etc. The influence of personal reward, as considered by Fullan (1982) and Sparkes (1991b) will determine how teachers make sense of curriculum innovation and apply its use, if indeed the innovative practice is used at the level of the classroom and not met with resistance from the start.

The involvement of teachers in curriculum reform, as discussed in section 3.6.1, and the use of external providers to facilitate change (Hall and Hord, 1987; Ainscow and Southworth, 1996) is considered to impact teachers' ownership of reform (Kirk and Macdonald, 2001). In providing an opportunity for ownership, it is possible to increase acceptance and confidence in the manner of change (Kirk, 1992; Sparkes 1991a, 1991b). Applying this to Penney and Evans (1999) work on NCPE, where teachers were not involved in the construction process and were only provided the opportunity to read and provide comments during a brief consultation period, enthusiasm for the implementation of NCPE was weak. It is argued that lack of teacher ownership, increased prescription, and 'teacher proofing' of the curriculum, significantly impact teachers' adoption of innovation.

Hargreaves suggests;

> Teachers don't merely deliver the curriculum. They develop, define it and reinterpret it too. It is what teachers think, what teachers believe and what teachers do at the level of the classroom that ultimately shapes the kind of learning that young people get (1994, p. ix).

There is the need, therefore, to consider that teachers are not passive recipients of change, but, that they are actively involved. Teachers interpret change against their current workload, their philosophy, and their 'habitus', as well as against an environment of performance management and accountability. It follows that a teacher can therefore interpret reform in a way that best serves their personal situation and that such an interpretation may not necessarily be the same as that of others in a school who may interpret the same reform against different priorities, such as school league tables considerations by senior management.

It is noted that some curriculum reforms sought to prevent teacher interpretation of materials in an attempt to ensure conformity/fidelity where 'the goal was the achievement of high levels of fidelity between conception and practice of curriculum reform' (MacDonald, 2003, p.141). Pinar et al. (2008) suggest that, essentially, 'implementation is considered successful when teachers enact the curriculum plan as stipulated' (p.700) recognising that there are 'two ends of the implementation continuum – fidelity at one end, enactment at the other (2008, p.704). Ball (1993) considers that, in restricting the scope for varied readings and interpretations of policy texts, the scope for different or alternative interests to be expressed was limited, thus, restricting the inclusion for teacher voice to enter the process and influence curriculum reform. Conversely, Pimley (2010) argues that within prescriptive curriculum content, teachers are still presented with an opportunity to be innovative:-

> Whilst we need to take account of what we are required to teach, how this content is taught in order to inspire, engage and motivate children is a matter of professional judgment and expertise. The truth is that there is plenty of scope for curriculum innovation (Pimley, 2010, pp. 10-11).

MacPhail's (2000) study of the implementation of higher grade physical education (HGPE) highlighted that teachers were provided with significant flexibility in making decisions based upon what they considered were required to meet the needs of their students. This flexibility was not supported by teachers who argued that the 'HGPE Arrangements document was inadequately prescriptive' (2000, p.277) and teachers, in this study, favoured a more

prescriptive approach. Eisner (2000) considers that curriculum development and teaching are practical activities with an aim 'not to produce new knowledge but to get something done' (p.354). His fear was that in trying to implement innovation teachers would be regarded as needing more prescription.

The NCPE was not set up to be identical across all schools, but provided flexibility for teachers to interpret the curriculum (Penney and Evans, 1999). In relation to the pedagogical content of the NCPE texts, Penney and Evans discuss that the National Curriculum 'made few explicit recommendations regarding the teaching methods to be employed in its delivery' (1999, p.105) and the implementation was accompanied by a lack of opportunities for training and continuous professional development (CPD) of teachers. They maintain that the NCPE texts mirrored already established practice in schools and thus could 'mean very limited change in practice in schools' (1999, p.105). Whilst providing opportunity and flexibility for teachers to undertake reform of curricular physical education, the rushed construction and implementation of the NCPE, together with teachers experiencing increasing demands place on them within schools, the implementation of this reform was often overlooked. As a result curricular physical education 'continued to replicate current practice' (1999, p.105) and arguably, the revised NCPE already supported many practices in schools, for example the dominance of teaching team games. Teachers did recognise that rather than needing to reorganise curricular physical education, there was a need to 're-write' documentation (Penney, 1999).

In light of Evans and Penney's (1992) observation that the flexibility in the NCPE is not in what is taught, but in the 'how' it is taught, Curtner-Smith's (1999, p.77) study sought to 'describe teachers' differing interpretations of NCPE' and discusses that it 'became apparent that teachers were adapting, recreating and modifying the National Curriculum to fit with their own perspectives on and beliefs about physical education teaching' (1999, p.82). Teacher responses were categorised into three groups. Firstly conservative interpretation – teachers focused on the teaching of skills and strategies in team (traditional) sports.

Teachers in this category considered the NCPE to have made very little difference to the teaching of physical education. Secondly, innovative interpretation – teachers with a child centred approach with an interesting in teaching through activity to support learning. Teachers in this category tended to display a broader range of teaching styles as well as provide a wider range of activities and/or sports. Teachers in this group also recognised how the NCPE had changed their thinking. Thirdly, eclectic interpretation – teachers in this category included elements of the previous two categories, providing a wide range of activity but with a focus on improving performance through a direct teaching style. Teachers tended to display a neutral position on the introduction of NCPE and nor had the new curriculum required them to make any changes to their method(s) of teaching.

In relation to the implementation of the PESSCL strategy, Flintoff (2003) proposes that the flexibility of SSPs created an opportunity for 'slippage' as the structure of the partnership was based upon the interpretation of what a SSP should look like by PDM and SSCos. She identifies that there is also a need to consider the power relations associated with the PDM and SSCo positions. In doing so, the conditions for change can be created. Whilst evidence produced through the programme evaluations during PESSCL and PESSYP outline increasing opportunities within PESS, Flintoff et al. (2011, p.341) argue that there 'was less evidence of an accompanying, innovative pedagogy'.

Supovitz (2008) has named the issue of translation from prescribed policy to enacted practice as the implementation gap and discusses the tendency for policy to mutate through a process of 'iterative refraction'. He defines the term iterative refraction as the phenomenon whereby policies mutate as they migrate from setting to setting and identifies that this occurs across multiple levels and within multiple contexts. Bowe et al. (1992) use Rizvi and Kemmis (1987) notion of 'interpretations of interpretations'. Guile and Ahamed (2011) in their study on the implementation of the pharmacy curriculum discuss a process of continuous recontextualisation in different contexts, together with the idea that concepts and practice change as professionals use them in different settings. Thus, also offering that the 'scope for slippage' and 'continuous recontextualisation' is not too

dissimilar as both discuss the interpretation of the policy by others in a given environment based upon the readers' own experience and knowledge. It is important to remember that during the production of recontextualisation there are 'gaps' which pose opportunities for agents / agencies to exploit these gaps to create new materials. When these materials enter the secondary field, teachers engaging in possibly an unconscious process will translate these policies based on their habitus. Penney (2002, p.104) suggests that at times teachers may feel compelled to ''fill silences' that remain a feature of the National Curriculum'.

Bowe et al's (1992) work on the interpretation of the 'message' (what it is the policy wants to address, influence and achieve) introduces the idea of the 'scope for slippage'. Penney and Evans (1999) explored this concept in detail and its application to the NCPE. Slippage is a process that occurs between the original and interpreted policy, that during the process of (re)interpretation there is the creation of a 'new or hybrid text'. In returning to the question of 'fidelity', Evans and Penney (1992) found that what was being practiced by teachers and experienced by pupils was different from the official aims and policy of NCPE, that teachers were adapting, modifying and recreating it to fit with their own beliefs. Logic then follows that for curriculum reform to be successful it would be necessary to involve teachers in the process, rather than maintain a reliance on external consultants, and give them ownership of the process. Although, it is acknowledged that even the placement of 'insiders' to expedite curriculum innovation failed to recognise the challenges that this method faced (Kirk, 1988). The scope for slippage provides opportunity for interpretation and loss of fidelity (Penney and Evans, 2002) with the original text open to differing interpretations over various sites and with a consequence that each has a degree of refraction from the original meaning of the text. Penney and Evans (1999) maintain that the policy process is not linear but that there is a need to consider 'policy as a process' and that policy is both a productive and an interpretative process.

3.7 Teaching as a technology that is resistant to change

According to Swann and Brown (1997, p. 91), 'Past records for curriculum initiatives show extraordinarily modest levels of pedagogical implementation' as teaching can be seen as a 'technology that is especially resilient to change' (cited in Spillane, 1999, p. 143). Similarly, Kirk (2010) argues, that the teaching of physical education is resilient to change. As highlighted in section 3.5 innovation in education has been prolific over the past decade and Goodson (1994, p. 13) argues that the 'frenetic activity in the foreground [tends to] obscure some of the deeper continuities in the background'. Indeed Kirk (1988, p.83) argues that 'it is possible to present an innovation that embodies some new idea without this ever bringing about any genuine change in what people think or do' and identifies a number of continuities in relation to the teaching of physical education including, for example, the teaching of sport through sport-techniques. Kirk (2010) considers that it is the 'idea of the idea of physical education' that many professionals hold that contribute to resistance.

Sparkes (1990) contends that within the process of curriculum change we are faced with a paradox of 'innovation without change' and 'change without innovation' where innovation could be an idea, change to practice or materials that are perceived to be new by the person tasked with adoption/implementation, but with reinterpretation and resistance, it may result in very little change of the practitioner. Casey's (2014) review of the implementation of Models Based Practice (MBP) illustrates an example of such innovation without change. Casey (2014) considers the use, and position, of MBP within physical education, and evaluates how this form of innovation has or has not been adopted with the curriculum. He identifies that MBP has remained as 'an innovation in physical education for decades' (2014, p.19) and also that resistance to using this approach within the delivery of the curriculum is evident. Instead, the teaching of 'physical-education-as-sport-techniques' (Kirk, 2010) remains as the dominant form of physical education despite significant innovation in relation to MBP.

It is not surprising that innovation without change is possible, as the time to embed change in practice is often too short meaning that the impact of such

change limited. In 2010 Ofsted identified the problematic nature of initiative overload in schools:

> The rapid pace of the introduction of new initiatives reduced the potential for the consultants and the materials to have an impact on standards. Typically, schools had several initiatives under way simultaneously. This often made it difficult to evaluate which ones were making a positive difference and which were not, as exemplified by a local authority consultant who said: 'We often have to move to a new initiative before we know the impact of those we have just worked on.' (Ofsted, 2010, p.14)

In such a situation, Sparkes (1987) considers that teachers may change what they say but not their practice. Kirk (2011) develops this idea, describing the process in which innovation is adapted to fit with existing practice as the 'normalization of the innovative idea'. Using the example of his work with Tinning on the Daily Physical Education programme in Australia, Kirk (2011) describes the process where the programme was at first greeted enthusiastically but was soon adapted to 'fit' into the school curriculum (Tinning and Kirk, 1991). In the UK, Evans and Penney (1992) identified a comparable process of normalization with teacher practice and student experience of NCPE different to the published aims of the reform. They identify that teachers adapted, modified or recreated NCPE to fit their own beliefs. Macdonald (2003) acknowledges such a process may not begin initially as she highlights the initial 'flurry of activity' when innovation is first introduced, which then soon settles down to the state that existed before. She draws on the metaphor of a stone hitting the roof of a 'chook' (hen) house where the initial flurry of activity quickly settles to a stable state.

It is suggested that teachers are more accepting of change when it does not challenge their established ways of teaching (McIntyre, 1985). This chapter has already highlighted that poor alignment of teacher beliefs with the aims and objectives of the proposed change(s) may result in teachers being resistant to change (Hargreaves, 1989; Sparkes 1991a, b). Essentially, change implies a level of metamorphosis in the overall plan of education, including teachers and their ideologies. Thus, it is important to consider the disposition of those coming into

the profession as a contributing factor. Curtner-Smith (1999) outlines how physical educators enter the profession with a 'love affair' with sport and that their beliefs in relation to this continue. The risk of failure of implementation is greater when teachers do not connect with the innovative idea because of a disconnect with their own teacher beliefs and values (Hargreaves, 1989; Sparkes, 1991). Lawson (1988) suggests that not only are the subjective warrants of recruits into teaching resistant to teacher education programmes, but that teacher educators cannot agree what the main focus of 'physical education is or should be' (p.274). Betchal and O'Sullivan (2007) suggest, that in order to understand why some innovations have been adopted whilst others have not, there is a need to understand the role of the teacher in the change process. In particular, that there is need to consider the skills and competencies required of teachers in order to be active in the change process. Guskey (2002) recognises that key to current educational reform is the need for effective professional development for all teachers but, as Betchel and O'Sullivan (2007) highlight, this professional development must also align to teacher beliefs. Thus, these 'beliefs must be examined and addressed as part of professional development programs' (p.232).

Head teachers experience a number of challenges in providing the conditions for change to occur, identifying issues of development, finance and staff training (Rainer et al., 2012). In this context, they argue, that the Head teachers' commitment to PE provision and change is pivotal and requires better use of resources to support teachers in the implementation of PE policy as well as improvements in strategic planning. They argue that without this, the aims of PESS are 'not currently being fully achieved' (2012, p.444). Referring back to the work of Casey (2014), he suggests that in order for MBP to be implemented that teachers 'need support to use innovations' (p.29) and, using the work of Lund et al. (2008), contends that 'knowledge [about MBP] is essential for adoption' (p.30). Whilst calling for more research to explore the resources required for overcoming potential barriers, Betchel and O'Sullivan argue that there is 'still much to learn about the catalysts for positive teacher change' (2007, p.223).

3.8 Conclusion

This chapter has outlined Bernstein's concept of the pedagogic device as a framework to explain the way that knowledge is produced and reproduced into particular institutional forms such as school subjects. Within the pedagogic device I identify the three main fields (primary, recontextualising and secondary) and the rules which govern each field (distributive, recontextualising and evaluative). Moreover I present how these concepts have previously been utilised in physical education research to theorise the development and implementation of physical education innovation.

In the second half of the chapter I review the literature in relation to the development and implementation of educational innovation, including physical education. I focus specifically on the literature that relates to Bernstein's RF and SF since this study will focus on the processes that happen particularly in the transmission and transformation of pedagogic discourse and the regulative and instructional discourses contained therein.

The chapter has highlighted that the process of developing and implementing change in education is multi-layered and complex with multiple factors needing to be considered, including training, facilities and finance whilst aligning to teacher beliefs and values. Moreover, this chapter highlights that physical education has been particularly resistant to change.

CHAPTER FOUR

METHODOLOGY

In the previous chapter, I outlined Bernstein's theoretical framework to explain how educational change is produced and reproduced in the RF and SF. Moreover I introduced how it has previously been used to better understand the relationships between the sites in which development and change takes place. This chapter will address the methodological framework and methods used to examine this process for PESS policy during the 2000s.

Firstly, I examine the methodological framework. My decision to choose a qualitative approach came after careful consideration and, in part, as a response to research I had conducted during my Master's degree where I used a quantitative analysis of pupil participation rates to consider the contribution of curriculum physical education to the achievement of the PESSYP 'five hour offer'. The research involved the secondary schools within my SSP, in which students in Key Stage 3 (yr8 and yr9) completed an online questionnaire based on their activity levels and engagement/experience of physical education. During the analysis stage, I was aware that student responses and their levels of activity highlighted, at the time, a discrepancy between the levels of activity reported by the school and that reported by the students. I had a predetermined hypothesis for this study, but as the research developed I found myself on the one hand translating the data for my dissertation, whilst on the other hand questioning 'why' the discrepancy had occurred. I had begun to take on a critical perspective, not necessarily on my research, but on my job as a PDM. I started to develop a cynicism, which I would later recognise as a critical self-reflective analysis on my position as a PDM and on the PESSCL policy. It should be noted that, during my Masters study, I did not consider myself as a researcher and I had not, at this stage, envisaged that I would study beyond a Masters. Yet my curiosity to find out more about the PESSCL strategy and PESSYP continued to infiltrate my thinking. I had developed a

cynicism towards PDM life, and I had become reflective and critical of my own practice.

When the opportunity arose to take up further study, I contemplated that this would offer me the prospect to answer questions that the 'black or white' quantitative approach hadn't previously allowed. I wanted a deeper level of analysis and was beginning to develop an interpretivist approach. Whilst this would enable me to have a deeper understanding, my positioning would result in me being 'no more "detached" from their objects of study than are their informants' (Miles and Huberman, 1994, p.8). I had developed an interpretive, inductive approach in my thinking, which suited a qualitative study design, offering my research an opportunity to be flexible as well as adaptable. My research questions could develop in line with my thinking and my transition from PDM to researcher, which I will discuss in the next section of this chapter.

Thus, I decided on a qualitative study drawing on a range of ethnographic methods, which would enable me to generate a depth of data, accessed from a position within an SSP.

4.1. Social constructionism

In Chapter Three, I explored how Bernstein presents the social construction of pedagogic discourse, and how, as a theoretical framework, this has informed both the research questions and design of this study. In this section, I examine how an epistemological position of social constructionism has influenced my methodology, methods and analysis.

My approach to this study, whilst undertaken within an interpretivist paradigm, is epistemologically positioned within social constructionism, recognising that the research participants socially construct their reality (Pring, 2000). Social constructionism has its origins in sociology and has been associated with qualitative research and with an anti-realist, relativist stance (Hammersley, 1993).

Concepts and knowledge are not discovered, instead they are constructed and reality is socially defined and 'refers to the subjective experience of every day life' (Andrews, 2012, p.40).

In defining social constructionism, it is important to consider the seminal work by Berger and Luckmann (1966) - the *Social Construction of Reality*, in which they challenge the existence of objective and rational knowledge, considering instead that knowledge arises from processes aligned to interests, power and ideology. Berger and Luckmann drew on the work of Durkheim, in particular his view of treating social facts as things, as well as Weber's consideration that subjective meaning within social action is a central consideration. Berger and Luckmann considered that in order to construct what knowledge 'is' we need to investigate 'how' knowledge is constructed, and the processes by which this knowledge becomes reality;

> common-sense 'knowledge' rather than 'ideas' must be the central focus for the sociology of knowledge. It is precisely this 'knowledge' that constitutes the fabric of meanings without which no society could exist. The sociology of knowledge, therefore, must concern itself with the social construction of reality. (Berger and Luckmann, 1966, p.27)

In contrast to a positivist approach, social constructionism considers that reality is socially constructed; knowledge is constructed by people and not determined by a single source. Thus, there is not an objective reality and instead, as Guba and Lincoln suggest

> realities are social constructions of the mind, and that there exist as many such constructions as there are individuals (although clearly many constructions will be shared). (1989, p.43)

Social constructionism provides a rich and multifaceted approach, and is emerging as an important perspective (Alvesson and Sköldberg, 2000). Crotty (1998) considered that within social constructionism, there is no 'true' or 'valid'

interpretation, but that there are 'useful', 'liberating' and 'rewarding' interpretations. In choosing constructionism, I am positioning this research where the emphasis is on the construction of knowledge. In applying social constructionism, I am also interested in how individuals and groups participate in the creation of knowledge and therefore their perceived social reality, particularly the ongoing process(es) of interpretation and resultant actions which continue to construct forms of knowledge. I also recognise that there is also a degree of constructivism, particularly in how participants in this study constructed their own reality, based on their experiences.

Acknowledging the social construction of PESS by individuals, I drew on ethnographic methods, including, for example, interviews, In considering the social construction of PESS through the SSP, my second research question considered the role of the PDM. Recognising my own position as an insider within this research and as an active PDM while conducting this research, I attempted to maintain a reflexive approach to this research by completing a field diary and reflecting on my own positioning in the research, acknowledging my own role in the construction of this data. In doing so, I recognised my role as an insider in engaging PDMs in interviews that were conversational in nature. Berger and Luckmann (1966) considered that conversation has an important role in maintaining, modifying and reconstructing subjective reality, and Andrews (2012) claimed that conversation is used to share a subjective reality, sharing meaning and understanding, so that concepts do not have to be continually redefined and thus contribute to an assumed reality. Moreover, I acknowledge the multifaceted and complex nature of the process of knowledge construction offered by the epistemological approach of social constructionism, and draw upon the work of Davies and Harré (1990) and their concept of positioning to consider the multiple storylines of the PDM.

Finally, I recognise that there are a number of criticisms of social constructionism; that it does not recognise an objective reality (Burr, 2003; Craib, 1997; Schwandt, 2003) and that it is not able to contribute to making change as recommendations

are considered an interpretation of events and construction of the findings (Bury, 1986). Nevertheless, the acknowledgment that there may be multiple interpretations may contribute to change through debate and discussion (Andrews, 2012).

4.2 Social constructionism and grounded theory

A social constructionist position facilitated the application of Grounded Theory (GT) to the study, enabling me to generate or discover a theory (Glaser and Strauss, 1967) and, in developing this approach, I identified with a constructivist GT approach[6] (Charmaz, 2000).

In selecting the constructivist GT approach, I am able to consider interaction between the researcher and participants and indeed the extent to which the researcher's [my] perspective is part of the process. Thus the relationship between the researcher and participants requires careful consideration. Recognising my position both as a researcher and as a PDM, I consider the position discussed by Braun and Clarke (2006, p.84) in which researchers 'cannot free themselves of their theoretical or epistemological commitments'. Thus by applying a constructivist GT approach, themes would emerge from the data, particularly as this approach allows for a simultaneous process of data generation and analysis. The choice of constructivist GT and its application to my research will be discussed later in this chapter. Whilst conducting this study, I had to pay particular attention to my positioning within the research, and it is on this that I now focus my attention.

4.3 Inside outsider: making the familiar strange

Choosing to undertake this research whilst maintaining my work as a PDM meant that I was an insider in the research field I was investigating. While I would be

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[6] Constructionism and constructivism are closely aligned, constructionism views reality as being constructed through interaction such as through language. On the other hand, constructivism would consider this interactive process, such as the use of language, as a 'reality' that itself has been constructed.

considered an insider due to the prolonged time I had spent in the field, I was also an outsider conducting research on the field, particularly in the SSPs other than my own. This insider-outsider position required me to consciously, and constantly, be aware of my position within the study.

Guba and Lincoln (1989) recognise researchers, in their 'humanness', are part of the research endeavour and their values must be acknowledged by themselves and by their readers as an inevitable part of the research process. Lincoln and Guba (1985, p.46) discuss humanness as being able to consider the 'interactive character of human inquiry' as opposed to the positivist approach of considering the respondent as inanimate, an 'object of inquiry'. Because it is the researcher's experience and interpretation of data that forms the basis of qualitative analysis, it is essential that there is transparency about my position in the field in order to consider possible biases and make these clear to the reader.

Authors (Aguilar, 1981; Atkinson *et al*., 2003) have suggested that a researcher working in a familiar territory can elicit a greater understanding, as barriers such as culture and language as well as access do not have to be negotiated. Participants are more likely to be open and less likely to hide aspects of their lives. Rogan and De Kock (2005) suggest that the relationship between interviewer and interviewee having a shared knowledge and understanding, counteracts the distance and lack of intimacy that is commonly observed in research interviews. However as Atkinson et al. (2003, p.47) state, it is fundamental to 'make strange social contexts that we assume to understand by virtue of taken for granted cultural competence'. Although I initially wanted to research how SSPs and PDMs functioned in the social construction of PESS, I believed that I understood the 'rules' under which SSPs were managed and the contextual similarities/differences between them, and it took some time for me to 'make the familiar strange'. This is in line with observations of this methodological approach. Once I began to acknowledge the strengths of an outsider position, where the participant observer has special insight into those aspects of the local culture that are most taken for granted and hence, invisible to

the locals (Jolly, 2009), I began to appreciate the balance I needed to maintain in my positioning as an insider-outsider.

I was aware that my positioning added a layer of complexity to the use of ethnographic methods and analysis informed by grounded theory. During the data generation, I found the reflective process challenging at times; it was easy to have a conversation as a PDM, but I also had to learn to hear what the interviewee was saying and internally remember that I could not assume or presume what they meant, an issue I often noted in my fieldwork notes in the initial stages. Internally, I argued that I could not ignore my previous experience (Mannay, 2010) and yet I also wanted to ensure that I remained open to new and different perspectives. To maintain my reflexivity about my insider-outsider positioning during the fieldwork, while I engaged with the daily life of a SSP and also conducted interviews, I kept a field diary noting my reflections on my day-to-day experience and my reflections on each interview (examples in section 4.7.4).

Pugh et al. (2000) suggest that research partnership between an insider and an outsider would balance the advantages of both positions. However, this was not always straightforward. The dichotomy between my insider-outsider experiences was not as simple as switching between each, as if changing hats. I consider that I was actively engaged in a process whereby I was conscious of trying not to influence answers provided by the participants. During the transcription process, I was again able to identify parts of the interviews where both parties spoke with an underlying set of assumptions because of our shared familiarity with the content and our experiences. After all, I had worked with these PDM colleagues throughout my career; some had become colleagues that I could turn to when things got 'tough' in the job, and vice versa. I had a genuine interest and in some cases, empathy, with what was being said. I do think that my role as an insider-outsider researcher supported the interviews developing into 'conversations' that often led to questions being asked back. This was possible because of my familiarity with the environment and of the language of the PESS environment. However, the internal accompanying thought process took me back to my position

as a researcher with prompts such as 'what are they really saying here, need to follow up with another question here to explore this a bit further approach'. I considered that the relationship that I had developed with this cohort of PDMs had the potential to provide the study with a richness of data, but in time I recognised the challenges of this both methodologically and professionally.

During the interview process, I was conscious of how my research impacted on my work. Whilst I had collected some rich data, I was also aware that, at times within the interview process, I was compromised as a PDM and researcher. Teachers were telling me things about people who were a part of my SSCo team, things that during my professional relationship with them as a PDM were not brought to my attention. This placed me in a difficult position of having information disclosed to me as an 'interviewer' but wanting as a 'PDM' to take the situation up with the SSCo involved and question why various incidents had not been reported, calling into question my integrity. I found myself annoyed at some of the information disclosed in some of the interviews, particularly as it became apparent that there had been a process of 'telling one thing whilst doing another' through the SSCo interviews. I, again, had to digest this information as an interviewer and not as their manager. Likewise, I couldn't tell Philip what his SSCo team had 'been up to' or what teachers had reported. After all, I felt that, as I was still managing one of the SSPs involved, I was in the middle. In my field diary, I begin to 'talk over' this situation. No one had been put in danger or at risk of harm because of their decisions; I was frustrated that the teachers hadn't called me up to talk to me at the time, when something could have been done to rectify the situation. I do feel that it 'tainted' my view of SSCos and as a result I asked for a greater depth of feedback at subsequent SSP team meetings. Whilst I couldn't do anything about events that had occurred in the past, I could try to prevent them happening in the future.

4.4 Site selection
The study was geographically located in a sub-regional area of London. It involved eight PDMs. At the time of data generation, the SSPs were undergoing

significant changes to their programme, with a number of PDMs unsure of their future position. The Partnerships were established over the period 2004 -2006 (Phase 4-Phase 10) and the PDMs involved in the study had a range of experience, having been in post between two and eight years.

Whilst I was able to access the staff and schools involved with my School Sport Partnership (SSP1), I wanted to access another Partnership to offer an alternative perspective. Thus, I approached a second Partnership (SSP2) adjacent to my own. Due to its geographical location, both SSP1 and SSP2 were considered to be 'two halves' of the same borough, with SSP1 locally referred to as 'the West' and SSP2 as 'the East'. The East is a relatively affluent area, occupied by television celebrities, professional sporting personalities, bankers and stockbrokers. Whilst the East had some areas of social deprivation, it had benefited from major corporate companies investing in the area, and this was reflected in the level of access to sport and leisure facilities. In contrast, the West has a greater number of Lower Super Output Areas[7] in comparison to the East, and had experienced the closing down of sports stadia, as well as very few private leisure facilities. With the exception of football there were a limited number of community sports clubs operating in the locality, and residents were predominantly reliant on local authority leisure provision. My relationship with the staff (PDMs, SSCos and teachers) in SSP2 had been developed, professionally, over the course of my tenure as the PDM in SSP1. I had met regularly with the SSCos, PLTs and teachers as both partnerships sought to work collaboratively to access opportunities and attract investment from the Local Authority and the Primary Care Trust, as well as hosting a joint 'Steering Group'[8]. During this initial stage of constructing the research proposal, I felt confident that coordinators and teachers would be willing to participate in this research to provide a richness of data that would complement that generated in my own partnership.

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[7] Super Output Areas are used in the measurement of deprivation across local areas in England.
[8] School Sport Partnerships were requested to set up management groups to enable the range of partners involved in the PESS strategies to be involved in the strategic management of the partnership.

4.5 Research participants

This research was conducted across three key participant groups – PDMs, SSCos and teachers[9]. All participants and schools have been given pseudonyms in order to protect their anonymity. The only exception is my own identification in this research.

4.5.1 Partnership development managers

This research examines the positioning of the PDM within the School Sport Partnership. It was therefore essential that PDMs were involved in the research. In the sub-regional area in which the research was conducted, there were 10 PDMs, not including myself. From these 10, seven PDMs agreed to participate in the research. Of the other three PDMs, one had been made redundant and was leaving imminently so was unable to commit to the research, one did not respond, and one was in the process of transferring their SSP from one site to another.

A summary of the PDMs is set out below:-

Table 1: Partnership Development Manager summary

SSP ref	Reference	Sex	Year appointed	Background	Original SSP PDM	Previous experience prior to becoming a PDM
1	Helen (Me)	Female	2006	Sports Development	Yes	Sport England Programme Manager
2	Philip	Male	2007	Education	No	PE teacher / G&T Lead
3	Lisa	Female	2004	Sports Development	Yes	Local Authority Sports Development Officer
4	Marie	Female	2004	Education	No	Head of Year
5	Mike	Male	2009	Education	No	Comp Manager / SSCo
6	Paul	Male	2004	Education	Yes	Head of Year

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[9] Including Primary Link Teachers and Heads of Department.

| 7 | Ethan | Male | 2008/9 | Education | No | SSCo |
| 8 | Tom | Male | 2009 | Sports Development | No | Competition Manager |

From the table above, it is possible to identify that three PDMs were in post since the start of their SSP with three, including myself, coming from a sports development background. The majority of PDMs (five) came from an education background. The position of PDM was 'opened up' in 2004 to enable recruitment of personnel without Qualified Teacher Status (QTS) and, in 2007, research by the Loughborough Partnership highlights a 'decline in the proportion of PDMs with QTS' (Loughborough Partnership, 2007, p.6) as indicated in Table 2.

Table 2: PDM background

Previous post	2008	2007	2006	2005	2004
Head of PE	17%	20%	25%	33%	27%
PE teacher	9%	10%	13%	14%	21%
Local authority sports development officer	9%	14%	17%	11%	11%
SSCo/PDM/assistant PDM (Coordinators) (PDMs) (Asst. PDM)	21% (12%) (6%) (3%)	20% (10%) (7%) (3%)	23% (16%) (7%)	14%	9%
Pastoral/senior management school role	3%	2%	5%	9%	7%
Sport England/YST officer	3%	2%	2%	4%	5%
PE Advisor	1%	1%	3%	2%	5%
Primary school teacher	3%	4%	5%	5%	4%
NGB development officer	3%	6%	2%	1%	2%
Director of Specialism (Sport)	2%	2%			
Other	28%	19%	8%	9%	9%

Note: Totals may exceed 100% due to rounding and to a number of respondents having two previous jobs e.g. Head of PE and Head of VI form.

(Loughborough Partnership, 2008a, p.6)

From the information presented in Table 2, it can be seen that, whilst there was an 'opening up' of the PDM position to those outside of education, 59% of PDMs in 2007 had a background in education. There is an assumption that the 20% of PDMs recruited from previous SSP posts are from education rather than from a sport development background. The largest rises in recruitment see a trebling of individuals from sport national governing bodies, but also from the category

'Other', which has previously 'included facilities managers, school bursars and Connexions teams leaders' (Loughborough Partnership, 2008a, p.6). In the 2008 report, the category 'Other' also included 'advanced skills teachers, careers advisors, leisure centre managers and a Big Lottery Fund programme Manager' (Loughborough Partnership, 2008b, p.5). It is within the 'other' category that we can locate the largest increase from 9% in 2004 to 28% in 2008 while, PDMs with QTS status declined from 93% in 2004 to 66% in 2008, which also saw a decline in PE teachers being recruited into the role.

The report suggests that there was a trend to recruit from outside education, and consequently 'there is an increasing range of skills and experience being brought to the PDM role and that the role is no longer seen as exclusively educational in character' (Loughborough Partnership, 2008, p.5). Returning to the research participants involved in this study, it is possible to compare the background of the PDMs, five of the eight PDMs had QTS and the other three have a sport development background.

4.5.2 School sport coordinators

During the research study, I interviewed SSCos from across two SSPs. A maximum of 10 SSCos were available at the time of the research, two of which declined to participate and one was unavailable.

Table 3: SSCo participant summary

Partnership	Reference	Sex	Background
SSP1	Ben	Male	Joined the SSP in 2010 as competition manager. Moved into an SSCo position in March 2011 at the end of the CM programme. Sports Development Background. Full-time position.
SSP1	Kath	Female	Joined the SSP in 2009. Employed centrally by the SSP. Part-time position – two days/week. Previously held the post of PDM in another SSP in the research area.
SSP1	Rob	Male	Previously worked within another SSP in 2005 for the school but, when the school was awarded sports college status, he continued in the role. Two days/week teacher release.

SSP2	Andrew	Male	SSCo since 2005 for his particular cluster of schools. Previously, this cluster was in another SSP but moved across in 2009 – Two-days/week. Previously held the post of Borough PE Advisor and was the LDA until 2010. Now works full-time with the SSP.
SSP2	Jane	Female	SSCo since 2005. Trained as secondary ed. PE teacher, also worked within primary education and was a PLT. Full-time position with the SSP.
SSP2	Emma	Female	SSCo since 2005. Secondary trained and had been Head of Dept. Full-time position within the SSP.
SSP2	Will	Male	Teacher release from the Sports College. Available two days/week.

4.5.3 Teachers

The teachers involved in this study were based in the two selected SSPs and had been teaching for a minimum of five years although, the majority had over 10 years' experience and held senior positions with their departments. I was 'known' to all of the teachers, but I had only experienced working closely with Justin as the Head of Department in the Sports College in which I was based. Teacher interviews were difficult to secure because of their teaching commitments. Five secondary school physical education teachers and three primary teachers (who also held the role of Primary Link Teacher within the SSP) agreed to participate in the research.

Table 4: Teacher participant summary

SSP Ref	Reference	Sex	Position	School Descriptors
SSP1	Justin	Male	Head of Department (PE)	Sports College designated in 2006. Secondary School providing for pupils aged 11-18. 1200 pupils on the school roll. 4% statements of SEN 50% of students from minority ethnic background. Large proportion in receipt of free school meals.

SSP1	Samantha	Female	Head of Girls PE	Sports College (as above)
SSP1	Jay	Male	PE teacher / Head of Year	Sports College (as above)
SSP1 (09/10) SSP2 (04/08)	David	Male	Head of Department (PE)	Specialist Status: Science Secondary School providing for pupils aged 11-18. 1855 pupils on the school roll. 92% of students are of Asian heritage. Pupils with SEN requirements - below average. Number of students eligible for free school meals is in line with the national average.
SSP2	Christine	Female	Head of Department (PE)	Church of England School Specialist Status: Science Girls only (11-18), a small number of boys attend sixth form. 905 pupils on the school roll. Number of pupils on free school meals - below average.
SSP1	Simon	Male	Primary Link Teacher PE specialist who takes all classes for one lesson a week and provides support to teaching staff for the second lesson.	Coeducational Roman Catholic Primary School - four form entry. 478 pupils on the school roll, 75% of pupils from a wide variety of minority ethnic backgrounds. Pupils with SEN requirements and pupils on free school meals - below average.
SSP1	Tina	Female	Primary Link Teacher. New to the role, has been a primary link teacher for two years.	Coeducational Primary School. 345 pupils on school roll. Above average number of pupils eligible for free school meals. Pupils with SEN requirements – above average. Large percentage of pupils from minority ethnic background (double the national average).
SSP2	Emily	Female	Primary Link Teacher (Since 2004). Had a background / interest in	Coeducational Primary School – four form entry 273 pupils on school roll. Pupils from minority ethnic groups - above average. Pupils with SEN requirements

			physical education. Experience of working with a range of SSCos and PDMs.	and on free school meals - below average.

4.6 Research ethics

The research proposal was submitted for ethical approval to the University of Bedfordshire in March 2010 as part of the University research process. Approval was granted in May 2010.

Ethical approval was granted for data generated from three sources – semi-structured interviews, field diaries and documents available, through the SSP. Prior to the interviews, all participants returned informed consent forms. These were given out by hand and explained in full, providing participants with an opportunity to raise any questions about the research. All participants were given the opportunity to withdraw and were informed that this right to withdraw remained in place for the duration of the research. In order to protect the identity of the participants they were able to choose a pseudonym that would be used in the research. All participants agreed that because they didn't know what pseudonym to use they would permit me to assign a pseudonym. Permission to record the interviews was granted and all participants were made aware that all data would be kept in accordance with the conditions under which ethical approval had been granted. All interviews took place in settings in which the interviewee felt comfortable. PDM and SSCo interviews took place in their offices. Teacher interviews took place either in my office or their office/classroom.

4.7 Research methods

As mentioned in the introduction to this chapter, my research involved a range of ethnographic methods including semi-structured interviews, documentary analysis and field diaries to allow for triangulation of data. I acknowledge the importance of methodological and data triangulation to offer an additional level of complexity

in the design of the study and to add trustworthiness to the data. For this reason, I drew on a range of dissimilar data generation methods, primarily the use of semi-structured interviews supported by personal field diaries, and access to documents and materials provided to SSPs and PDMs, for analysis. The triangulation of data in this form of research allows for the evaluation of data generated from multiple methods, and identifies themes and anomalies that could otherwise not be seen when using only one data generation method whilst seeking to improve authenticity and trustworthiness.

4.7.1 Interviews

The use of semi-structured interviews ensured that the key areas I wished to discuss would be covered, but also that there was flexibility to discuss any other issues that came up during the interview. The interviews were conversational in nature and provided enough freedom for the interviewee to be active in the process and to not feel that there was a right or wrong response to the questions. Through my working relationship with many of the participants involved in the interview process, the semi-structured format supported the 'relaxed' approach. To facilitate some historical context, I used some fixed points in time in order to support the interviewee to recall what and how they felt at specific times during the progression of the programme. These topics, however, were not fixed in their order and again were used to guide the interview. I tried, where possible, to avoid acronyms or taking the position of 'assuming' that I knew what the interviewee meant when using language that was rooted in PESS. Questions were constructed to be as simple as possible with the first set of questions being about the interviewee, in the hope that they would find them relatively simple to answer.

I have worked with all of the interviewees at some point during my six years as a PDM. Although I identified the challenges of my positioning, with both the PDM and SSCo interviews, this position as an 'insider' supported the 'relaxed' atmosphere during the interviews. During the teacher interviews, I expected that the relationship would be slightly different, with a preconceived notion that

because I would be interviewing them about my partnership, they would be more hesitant or guarded in their response. Because of the semi-structured approach, I was able to start with a simple, introductory question to engage in a conversational style with the teachers, thereby enabling them to relax into the interview. This was possibly facilitated by the use of empathy (Fontana and Frey, 2005), which often arose because many of the issues discussed were a 'shared experience' in the context of being a PDM. I also exercised a degree of naivety and curiosity to some responses, which encouraged the interviewee to provide more detail supporting their initial response.

The time taken with each interview varied. From my initial pilot interviews, I had estimated that each interview would take about 30 minutes, although I had explained to each participant, that whilst this was the minimum time, it would be dependent on their answers. Interviews lasted between 30 minutes to just over two hours, with the average time being about an hour. The interviews were recorded in order to allow for a conversational flow as opposed to trying to write notes during the session. Field diaries, which I will discuss in the next section, were used to record my own thoughts about the process, and provide greater elaboration regarding the interview, noting down body language, general mood and areas that I felt would contribute to the overall context of the interview.

Payne and Payne (2004, p.132) argue that 'the transcription of recordings is probably the most tedious and time-consuming aspect' of interviewing and, on average each interview took eight hours to transcribe.

4.7.2 PDM interviews

The PDM interviews too, on average, about an hour. Whilst some PDMs had to be elsewhere at certain times, once they had become involved in the interview they were reluctant to stop. Both Paul and Mike who had appointments adjacent to the interview, then postponed their meetings until all the questions had been answered. Lisa's interview was the longest at over two hours. I avoided ending the

interviews when it was clear that the interviewee wanted to continue to talk and provide as much information as possible. Whilst the responses remained relevant, this inevitably this resulted in interviews that were, at times, significantly longer than planned. All interviews concluded with an invitation for the interviewee to discuss any issues or discuss anything that they felt hadn't been covered. For many, this proved to be their 'cathartic moment' in which they were able to say anything they wanted about the programme or their own experience. I say cathartic because in the majority of cases, this provided an unscripted opportunity for the participant to ensure that their 'personal' point of view was put across. Mike (EPDM5), for example, opens his response laughing and saying 'there is so much I want to say' before discussing his personal thoughts particularly about the current climate in which the SSPs were operating; cessation of PESSYP and withdrawal of funding, an issue raised by many of the PDMs. In contrast, Lisa, when offered the same opportunity, concludes;

I don't think so, it's been quite an open chat. (Lisa, SDPDM3)

The term 'open chat' reflects my own interpretation of the informal and conversational nature of the interview process.

4.7.3 Teacher interviews

In line with the PDM and SSCo interviews, these were typically just under one hour in length. The interviews were often scheduled for non-teaching time and were limited to 50 minutes to one hour. In the case of David, he chose a Wednesday afternoon when it was 'recreational PE' and no teaching was taking place to ensure he had the office to himself and would not be required to be teach. Christine also made arrangements for her interview to take place outside of the school working day on a Friday evening on the school site, starting at 5.00pm. This arrangement highlighted Christine's commitment to participate in the research. Where other teacher interviews had taken place in school, during free periods or over lunch, Christine organised her interview in her own time and the

interview lasted for just over an hour and a half. In addition, she displayed a similar commitment to ensuring she had an informed perspective. She had read the policies, and looked at them in more detail about how they, the department and the school, could use them. She had a different relationship with her SSCo, working with them rather than just leaving them to get on with 'whatever it is they had to do'.

The three Primary Link Teacher interviews were scheduled last in the series of interviews. This was a conscious decision as research regarding the impact of PESSCL and PESSYP in primary schools has been well-documented. However, the PLT interviews gave an alternative perspective on the transmission pathway of the PESS strategies.

4.7.4 Field diaries

I have kept reflective diaries since the beginning of my PhD research. The diaries recount my thoughts and feelings about my day-to-day experience through at least two years of my life as a PDM, and also about my day-to-day experience as a researcher. The field diaries recorded details of YST meetings, training and the annual conferences, as well as a range of partner meetings including head teachers, National Governing Bodies, Primary Care Trust and meetings with other PDMs. The field diaries were complemented by a significant number of emails that have been saved to a hard disk drive. The emails often reflect my 'thought process' at the time and offered both a data source and a stimulus to reflect on my reactions and emotions.

These diaries have also provided an insight into my thoughts and actions as a developing researcher, which has been useful during the latter part of the data analysis. I consciously decided to analyse the PDMs' interviews prior to examining my own diaries to allow themes to emerge from the interviews before interrogating my diaries, to see if my experiences offered counter-narratives. Below, I offer three examples from my field diaries that highlight the extent to

which I reflected on my work as a PDM and my development as a researcher. The first two examples are directly focused on my work as a PDM;

> A great day, 450 kids on a multi sport/skills day days like these you know you are doing the right thing. This is what makes the job worth it; it would be simple if we were just working with the children all the time. (Reflections, 18th May 2010)

> Another PDM meeting, good to catch up and find out what everyone was up to. More data to be sent back, filled out, my life is data. At least I'm not the only one thinking it, I'm going to have to start saying no to things as there is just too much on. (Reflections, Feb 2010)

It is clear in the next example, written during the interview process, that my insider perspective is dominant and I am considered to still be a PDM and the participant does not consider me to be a researcher;

> Towards the end of the interview, Marie uses personal incidents (remember when I was in France and I called you)… where I have also been involved as a PDM and this makes me wonder - is this because as the interview has progressed she has 'forgotten' I am interviewing her? It seems to have become more of a discussion and informal… (Field note; M/15th Sept 2011)

4.7.5 Documentary analysis

Whilst the semi-structured interviews were the primary research source, I had, during my time as a PDM, gathered a large quantity of publications produced since 2006 for use within the SSP and throughout the school and community networks. These documents were used as a supplementary data source. Documents analysed in this study were subdivided into three sections: personal (letters, guidance notes, emails, training courses and funding bids that I had written whilst in post as a PDM); private (emails and letters sent as part of my role and a PDM); and public (information available in the public domain, such as programme information available on the YST website). Whilst most of the information was (and still is) available in the public domain other materials such as directives from the YST, guidance notes and funding application forms are held

within each SSP. None of these materials are commercially sensitive, marked 'private and confidential' or contain any personal data. I have, where possible, excluded materials that have originated from other authors outside of the YST, schools or SSP1. My personal source is extensive as I have kept the majority of information that I created since commencing my PDM role in March 2006 (see Appendix 2). Other PDMs have kindly shared some early documents that they created during their time in post after they removed identifiable information or had substituted pseudonyms. These include their Partnership Development Plans, Big Lottery Fund Annual Monitoring Reports and Partnership Evaluation and Priorities Documents. This information was predominantly shared during the interview process and often served as prompts.

4.8 The use of grounded theory

In acknowledging that this study was conducted from a position of an insider-outsider, I had to identify a process of data analysis that would facilitate both a systematic and a reflective approach. The method of data analysis would also need to allow for the data to generate theory and minimise bias. This led me to choose Grounded Theory. Grounded Theory, according to Glaser and Strauss (1967), enables the 'discovery of theory from data systematically obtained from social research'. Glaser (1978) later suggests that grounded theory, rather than looking within the data to support views, such as the support of my 'PDM' experience, offers for the theory to be developed from the data being examined (Strauss & Corbin, 1990). I recognise that from my position as a PDM that I have the opportunity to come at my research from a position of preconceived ideas and concepts. Thus I could not apply grounded theory as Glaser's (1978) approach suggests:-

> In our approach we collect data in the field first. Then start analysing it and generating theory. When the theory seems sufficiently grounded and developed, then we review the literature in the field and relate the theory to it through integration of ideas. (p.31)

In my case, I have been immersed in the setting since 2006 when I first took up the post of the PDM. For this reason, I relate more to the Charmaz (2000) 'constructivist' approach to grounded theory, in that prior knowledge and understanding is recognised, whilst also offering approaches to enhance researcher sensitivity (Strauss and Corbin, 1990) to the development of theory during analysis. The need for researchers to go beyond the surface in seeking meaning in the data, searching for and questioning tacit meanings about values, beliefs and ideologies is central to Charmaz's view of grounded theory with an underlying assumption that the interaction between the researcher and participants 'produces the data, and therefore the meanings that the researcher observes and defines' (Charmaz, 1995, p.8). To enrich the data, Charmaz has positioned the researcher as co-producer, exhorting them to 'add . . . a description of the situation, the interaction, the person's affect and [their] perception of how the interview went' (Charmaz, 1995, p.33). My field diary allowed me to occupy this space.

Charmaz's (2000) explanation of how researchers undertake studies using constructivist grounded theory was influential in my deliberations about how to analyse my data. She highlights that researchers need to immerse themselves in the data in a way that embeds the narrative of the participants in the final research outcome, advocating that grounded theorists are impelled to be analytical in their analysis, but that their style of writing needs to be evocative of the experiences of the participants (Charmaz, 2002). The process involved the data analysis running simultaneously with data generation as advocated by a number of authors (Coffey and Atkinson, 1996; Hammersley and Atkinson, 1993; Miles and Huberman, 1994).

4.9 Analysis of data: interview transcription

In order to 'know the data' and be able to listen to the interviews again in more detail, I undertook the transcription process. Each interview took, on average, eight hours to transcribe. Where possible, these were done immediately after the interview. There were times when I was unable to transcribe the interview immediately because of other commitments or due to having another interview on

the same day. As with the interview schedule, the PDM interviews were conducted and transcribed first, followed by the SSCo interviews, secondary teachers and finally primary teachers. In the time immediately after the interviews, I jotted down notes in my field diary; these included initial thoughts about what was said and my personal thoughts on the interview. Field notes supported my recall and provided a way of reflecting on the interviews, whilst also providing an opportunity to discuss themes that I thought were emerging out of the interview and as such began to operate like analytic memos. Within the field notes, I also questioned whether the responses were reflective of my position as an 'insider' and a position of trust that had been developed during my time as a PDM. Referring back to my field note M/15th September 2011 (see section 4.7.4) by way of example, Marie seems to 'forget' that she was being interviewed.

The interview timetable was clustered around each of the groups in order that I could explore the themes emerging out of the data and then have an awareness of whether this was reflected in the next group. This allowed me to consciously compare/contrast what the participant was saying in relation to the theory that was already being generated from previous interviews. I was, and still am, aware that my interpretation of what was said during the interviews is very much based on my familiarity with the language used with the School Sport Partnership environment. This concept of language is also important, in that 'no researcher is neutral because language confers form and meaning or observed reality' (Charmaz, 2006, pp.46-47). For me, this is fundamental in my coding, because of the immersion in the environment and my familiarity with the language used. Some may question that this may lead me to hearing and interpreting what I want to hear, I would counter claim that I have worked hard at remaining conscious of this critique, and reflexive in my positioning. Moreover, I contend the familiarity has permitted me to generate a greater depth of data because of the nuances of the language, the sarcasm and the laughter - all of which I noted during the transcription process.

4.9.1 Nvivo9 and the coding process

During the transcription period, I had sought advice on software that would be appropriate to help with the 'coding' process. I was advised by several colleagues to use Nvivo9. There was a delay between the transcription process and having access to Nvivo9, so many of the interviews had been coded by hand. However, this delay provided another opportunity to code the data during the process of transferring the transcripts into Nvivo9, whilst also enabling me to see, at first glance, the codes that had emerged and the rate of incidence. I was, however, limited in being able to access the data when working as a PDM due to the software not being available on my personal laptop. In this case, I reverted to highlighting and writing on the hard copies of the interview transcriptions. I found this method, at times, preferable, particularly when it came to constructing memos as I could place hard copies side by side and have the context in which the answers were given and not just the content of what was said. This I found helped develop the emerging themes. Whilst Nvivo9 was excellent for compiling all the relevant material, l I also found it useful to have all the documents available to visually link them together and 'work' with the data.

Coding is recognised as a key element of data analysis in the use of grounded theory, enabling the interview transcripts to be 'sorted' into areas of significance. In the initial coding phase, I was guarded in my approach in that I did not want to influence this process by looking for themes or commonalities in the interviews that would reflect my personal views and experiences. The initial coding allowed me to code what I saw in front of me on a sentence-by-sentence basis, permitting me to remain 'open to all possible theoretical directions' (Charmaz, 2006). This initial coding process produced a large number of 'codes';

Figure 5: Initial Coding of Data using Nvivo9 (available as Appendix 3)

After the initial coding process, I progressed to using 'memos' to link what was being said, by whom and in what context, making use of the transcribed interviews as well as my field notes.

The process of focused coding (Charmaz, 2006) facilitated the initial emergence of themes as well as influencing subsequent data generation activities. I begin to raise a line of enquiry regarding the benefits for secondary schools and the impact that the strategies for PESS had had. After all, if secondary schools were to be seen to have specialist physical education teachers, then why was it that they were not benefitting from a significant level of investment?;

> Agreement in the PDM/ SSCo data that the PESS strategies are established to improve primary school PESS. Teacher data identifies that primary schools were the focus and that this was in part a contributing factor as to why some did not engage fully with the programme. David identifies that his SSCo didn't 'put a shift in' or was 'always sat at the computer' or 'off in meetings' suggesting that he considered the SSCo role as being an easy

option. The PLTs however discuss their SSCo was ever present and providing a range of opportunities. Schools were receiving £18,500 for two days of buy out for their SSCo yet whilst Christine identifies some benefits, the secondary schools do not see a benefit to them in having an SSCo.

Q's: What were the benefits to secondary schools? Why host an SSCo? What impact did the SSCo have in their own school?

(Nvivo9 Memo)

At this stage, the data begins to move from being a 'code' to a 'category', which Glaser and Strauss (1967) define as a 'conceptual element in a theory'. For me, the memo and category processes were developed closely together. The more I raised questions through the recording of memos, the more I delved into the data to find answers, and the more I began to evaluate and investigate the relationships between them. My methods were designed to analyse the data and construct theory that was 'grounded' in the data (Charmaz, 2006), and I continued to work within the data to allow theories to emerge rather than to fit preconceived ideas or hypotheses.

4.9.2 Triangulation: Documentary analysis and field diaries

Once the themes had emerged from the interview data, I worked 'back' through the documents that were available to me to consider 'where' the emergent themes could also be identified. Using the documents as a reflective process enabled me to consider how the materials available offered similar or dissimilar perspectives. As a form of triangulation, I then considered the content of my field diary to try and identify whether I, too, could concur with the themes, and experiences, recognised within the data. In my role as an insider-outsider, I probably allowed my fear of being too influential on any preconceived ideas I may have had from my experience as a PDM, rather than forms of enquiry as a researcher. This method of data analysis was not collated in Nvivo9 but in hard copy supported by post-it notes stuck within the documents, as well as highlighted text where areas supporting the codes and emergent themes could be identified. The use of

triangulation provided an opportunity to offer reflexivity within the process, and to be conscious of my own positioning, that the findings within this study could be considered authentic and trustworthy.

4.10 Conclusion

This chapter has discussed a number of methodological issues that have arisen in this research. In the first instance, I have highlighted my positioning as an insider-outsider and the challenges I faced in this role. In applying social constructionism, the study considers how the participants created knowledge based on their perceived social reality and their involvement in an ongoing process of interpretation, this enabled the study to consider how the participants interpreted PESSCL and PESSYP for use within the SF.

The methods I have used in the process of data generation have been focused on three main sources. There was a significant amount of qualitative data available and it was important to capture those that were relevant and had high rates of incidence, particularly within the interviewing process. My position as a PDM has allowed me a privileged position as an insider, which, it is quite possible, has allowed me to obtain a greater depth of response from participants. My position, I believe, significantly contributed to the depth of information shared during the interview process, in particular my familiarity with the language used within the PESS environment within schools. Through taking the constructivist approach to the use of GT in my research, I have got as close as I can to the research whilst not compromising the 'outsider' position I had established, keeping the insider/outsider approach evenly balanced. The theories that have emerged from the data are an interpretation (Bryant 2002; Charmaz, 2000) but that this theory has been dependent on my point of view and that it cannot stand outside of it (Charmaz, 2006). The research is based on my interpretation at this point in time, and is contextually fixed, but through the use of my field diaries, there has been reflexivity in the process.

CHAPTER FIVE

POSITIONING AND BEING POSITIONED

This is the first of three results chapters and examines the data that was generated in relation to the positioning of the PDM. Through the data generated from the semi-structured interviews, triangulated against field diary notes and the PDM resources available, I seek to answer the first of my research questions - How is the Partnership Development Manager (PDM) positioned in relation to the development of a School Sport Partnership (SSP)? In determining this position, I consider Davies and Harré (1999) and their notion that people can be positioned by how they think about themselves and also by others. Davies and Harré developed the notion of social positioning as an alternative to the concept of 'role', which they saw as relatively fixed and inflexible. The notion of positioning, in contrast, is not fixed, but relatively fluid, enabling 'discourse shifts (as) positions within varying storylines are taken up' and as such a person can have 'many possible coherent selves' (Davis, 2000, p.102). Applying this concept of positioning allows this study to consider the storylines within which PDMs acquire 'beliefs about themselves' (Davis, 2000) in contrast to role-theory that enables the person to separate themselves from the roles they undertake. In considering positioning and application of the agents/agencies and individuals within the pedagogic device, it allows this study to consider the 'discursive practices' and how participants negotiate their (new) position within these practices (Davis, 2000, p.105). The pedagogical device, discussed in Chapter Three, provides this study with a means for considering the positioning of the PDM, particularly in relation to the RF and SF, which Bernstein identifies as the constituent parts of the pedagogic device, illustrated in Figure 3.

I begin this chapter by examining how PDMs positioned themselves and also how PDMs positioned other PDMs. Moreover, I consider how the PDM was positioned by the contractual arrangement, the training provided and by other agents in both the RF and SF. As this chapter evolves I will, through the analysis

of interview data, position the PDM within the structure of the pedagogical device. Evidence obtained through the PDM interview data will be triangulated against my own PDM experience, through notes contained within field diaries, together with materials such as handbooks and guidance notes distributed by the YST to PDMs, including myself.

5.1. Positioning of the PDM: positioning by PDMs.

The development of the SSP programme, a collaboration between the Department for Culture, Media and Sport (DCMS) and the Department for Education (DfE), sought to bring a closer alignment between education and sport through the PESS strategies. Figure 1 provided a diagrammatic representation of an SSP as presented in government documents as well as by the YST, this diagram has been adapted to apply this format to SSP1 and is available as Appendix 4. Both diagrams places the PDM at the heart of the programme and thus, at the centre of a programme drawing education and sport together. The PDM position was considered new within schools. Flintoff's earlier study, which explored 'the perceptions of the teachers' and how 'individuals, at different levels of the policy process, interpret and make sense of that policy' (2003, p.232), was conducted when PDMs were all recruited from an education background and there were no PDMs with sport development backgrounds. This study, undertaken almost a decade later, draws on a range of PDMs having been recruited into post between 2004 and 2009, a time when those recruited came from a more diverse background. In understanding what PDMs did in the implementation of the PESS strategies, through the interviews, it emerged the PDMs identified differences in prior experience and professional background as significant in their functioning as PDMs. In recognising these differences, the PDMs positioned themselves alongside, or in contrast to, their peers. Within the interviews, I explored what PDMs had experienced when coming into post initially.

Within the interview schedule, I open with two questions designed originally to provide some basic information about the PDM, as well as introduce them to the

interview process. The first question, 'how long have you been in this post, as a PDM?', allowed for factual data to be gathered. The second question asked how they came to the job, and sought to gather information regarding their prior experience. Their responses not only outlined their professional background, but the fact that they believed that this, in many ways, defined them as a PDM.

Through the analysis, it became apparent that in their use of language, the PDMs defined each other with reference to 'those from an education background' or 'those from sport development', and the extent to which their different professional backgrounds were used to define each other. As opposed to other factors such as gender, race, ethnicity or sexuality, which did not emerge from the data, was notable. For example, in the extract below, Marie clearly highlights the 'we' and 'them' differentiating between those from 'sports development' and those who are 'about education';

> Sports development, *we* became more able to understand *them*…initially I found it very hard…I found that a very big conflict at first because *I* am about education… (Marie, EPDM4)

In exploring the significance of this issue for the PDMs, I intend to draw on their language and identify PDMs' background as education and having qualified teacher status (QTS) – EPDM, or as sport development - SDPDM. Those without an education background could equally have been termed non-EPDMs or non-education PDMs but this would have negated the importance of their sport development experience in their self- and other-positioning. In the next section, I will explore the positioning of PDMs in the SF, focusing on the positioning of the PDM within schools and within education. Whilst I am aware there is a danger of this presenting a polarised view of the PDM, I consider how PDM positioning is affected by experience and exposure to discursive practices. As PDMs gained experience and knowledge while they developed in their post, variations are identified in their positioning as familiarity with their local contexts, language, content and individuals' support positioning in a number of 'storylines' at any one time.

5.1.1 The PDM: a job within schools

Lisa, an SDPDM, illustrated her awareness that her knowledge was 'significantly less' in relation to the 'physical education side of things' and she outlined the work she felt necessary in order to be able to operate within schools. She identified that she needed to gain enough 'knowledge' in order to be able to 'talk appropriately' within the school environment.

> …when I first came into the role I was really, really aware that the whole physical education side of things my knowledge was significantly less than the Head of Department. And I think that was why I went out and made sure that I did know what the national curriculum was, I did know every aspect to it, I did know what the strands were and everything else and I, you know, I got to a point where I knew everything I could do without having been in that role. …in terms of the knowledge and being able to talk appropriately around it and being knowledgeable about it and know that I am giving the correct information then, yeah, that was always a big emphasis of mine to make sure that I could do that. (Lisa, SDPDM3)

In highlighting the importance of such knowledge, Lisa identifies the centrality of the school to the PDM. In line with Lisa's idea of gaining knowledge, in my interview I identified that my biggest challenge was learning how to work in schools; considering that the environment was political.

> … my greatest challenge was learning to work and function in schools and learn the politics… but when they know you haven't got QTS it was like well why are you doing a school role if you haven't got QTS? So that was quite a difficult one. (Helen, SDPDM1)

I identified learning to work in schools as my greatest challenge, but this was not a unique observation; as many other SDPDMs considered it to be less than a straightforward process. As Philip highlights below, he believes that schools operate in a unique way;

> …schools are very insular institutions and education in my experience is something doesn't see a lot outside of its own, em, outside its own school grounds. (Philip, EPDM2)

This description of schools as insular institutions would provide a context to Ethan's observation that PDMs required an understanding of how schools operated. Indeed, he positions schools as dissimilar from companies in that it 'takes time' to get some things done;

> …things in schools take time. Decisions have to be ratified you know, it's not like a company where 'we are doing this, run with it if you don't like it we'll make other arrangements'. The schools take time, you have to go out for consultation… (Ethan, EPDM7)

Lisa describes schools as having traditional attitudes, perhaps in contrast to what she perceived as the forward-thinking, fast-acting world of sport development, whilst suggesting that part of the PDM role in schools was to change, and broaden, these attitudes;

> …being able to work with schools to help them develop their PE and sport and to change (laughing) their traditional attitudes and some aspects to slightly broader ones where they can. (Lisa, SDPDM3)

Throughout this section, I highlight how PDMs positioned the PDM within the SF, that is, within schools. Indeed, for the majority of PDMs in this study, they were employed by schools and contracted to work in schools. Nevertheless, for those without an education background, this was sometimes challenging. In the next section, I examine the tensions they experienced in being positioned within these fields with respect to their prior experience.

5.1.2 PDM positioning: prior experience and credibility

In the analysis of data, there is an emergent theme of how PDMs differentiated between themselves relating to the idea of credibility, particularly within schools. EPDMs discuss a reliance on their previous experience in schools, together with their qualified teacher status, to provide the credibility required within schools to communicate effectively. Ethan discusses his self-positioning, ensuring that

schools knew immediately that he was a qualified teacher, not like his predecessor who 'wasn't a teacher' and who, Ethan observed, was at a 'disadvantage';

> …I kind of relied on saying that I was a qualified teacher. I, my PDM I worked under wasn't a teacher and I personally found a lot of times you were at a disadvantage particularly when you are dealing with some Heads of department…. I felt that the meetings with the Head teachers I often went in and said 'hi, I'm from a teaching background and I've done the SSCo route, I understand what the programme is and this is what I can offer you'. (Ethan, EPDM7)

Marie, like Ethan, highlights that her position as an EPDM was identifiable through her familiarity with, and use of, specific language. Furthermore, she intimates that schools have their own language enabling EPDMs to position themselves as legitimate contributors to the core work of the school. Marie considers that, in being able to communicate in 'schoolspeak', she had increased credibility, resulting in access to teachers and Head teachers;

> I found being able to talk the language very easy, obviously as in any walk of life dealing with, I'm used to dealing with teachers and Head teachers that's always quite scary as you come out as a middle manager at first, but you can talk their language which gets you through the door. But it comes down to personalities... But I always had the credibility from the schools point of view so it was never a problem.

Moreover, Marie considers that she was accepted within the school environment because of her prior experience as a teacher. With the experience came a focus on education as central to her identity. Indeed, both Philip and Marie highlight their perception that education, and thus pupils, were central to the job, and highlight the significance EPDMs (as distinct from SDPDMs) place on having pupils and education at the heart of the programme.

> …I don't know if there is a difference between the two but I suspect those from an educational background will make sure that anything they do or implement the pupil is always at the heart of it. (Philip, **E**PDM2)

> …I am about education and thinking why are we spending hours if it is not going to benefit the children. That's always been my thing – we will do it if it benefits the children. (Marie, EPDM4)

Clearly, in both of these interview extracts, Marie and Philip highlight the difference between the focus of the EPDMs, and firmly locate EPDMs in the SF focused on matters of pupils and learning. Moreover, this was not a contradictory position to that held by the SDPDMs. For example Tom, an SDPDM, highlights the focus of EPDMs on the 'learning' side, but notes that they did not understand the 'physical development' of creating sustainable links with coaches, facilities and networks that enabled the realization of the PESS strategies';

> I think PDMs education based are very much about developing the learning side of it and not the widespread physical development of 'how you get there'. (Tom, SDPDM8)

The issue of credibility within schools is also recognised by SSCos within this study. Ben discusses that, whilst there was a need for PDMs to have sport development knowledge, when it comes down to improving 'teaching', Head teachers would prefer someone with QTS;

> I think that it does come down to schools wanting CPD [continuous professional development], especially primary CPD in teaching and learning, in primary schools. Yes, they love the funding coming in but I think their overall aim is to improve the quality of their PE teachers and I think they see that if they had somebody heading it up with QTS. (Ben, SSCo1, SSP1)

Nevertheless, having QTS and an education background did not automatically provide PDMs with the credibility that facilitated their work in schools. Two PDMs with QTS, Ethan and Paul, identified a further subtlety in relation to this. As presented in Chapter One (1.1.4) PDMs, whilst normally hosted within a school, could also be hosted by Local Authorities. Ethan felt that, although he had QTS, his credibility was also determined by his employment within a school, even as a PDM. Ethan considers this positioning enabled him to still be aligned with(in) schools and not disadvantaged in his work as a PDM;

>   …but you needed them to be employed by the schools for the schools to
>   be interested. (Ethan, EPDM7)

Paul discusses implications of being employed outside of a school and within the local authority. Whilst he had QTS status, Paul identified a similar tension as Ethan in relation to his credibility and his positioning, particularly as his employers, he considers, did not understand the curriculum and therefore his job;

>   …unfortunately you've got people who are neither from sports
>   backgrounds or education background they didn't really understand that
>   you know, in terms of secondary curriculum time there are a lot of factors
>   that go into how a curriculum is set and obviously they didn't understand
>   that process. (Paul, EPDM6)

This comment underlines a subtle interaction between the professional background and the employment contract of the PDM in the overall positioning of the PDM, an issue I will discuss further in section 5.2. Although locating PDMs in schools emerged as an important issue in relation to the positioning of the PDM, in the next section I will consider the positioning of the PDM in relation to their remit, which was identified as a broader strategic approach that extended beyond schools.

5.1.3 PDM positioning: Management, planning and a strategic view
Within this study, PDMs considered that they had responsibility for the strategic vision and everyday management of their SSP. This was, in part, an attractive feature of the PDM job for EPDMs who considered that the skills they would learn would enable them to progress into management in a school;

>   A managerial kind of post whereas before I was very much on the ground
>   delivering. I wanted to have a managerial overseeing post… (Mike,
>   EPDM5)

I wanted to take a step up to management and that this was sort of the route, the development part of it I very much enjoyed, the organisational side I enjoyed, I was interested in learning how to run budgets, and rather than go back into a school route as Head of Department. (Ethan, PDM6)

SDPDMs were attracted by the freedom to manage the SSP and make their own decisions, but also identified that it was a new challenge;

To manage… I'd been in sports development and now I wanted to run my own programme for myself and live or die by the decisions I made rather than making decisions and it have to go through so many people to be ratified. (Helen, SDPDM1)

I was already working in the area so I had a lot of local contacts. I wanted to get out and have a new challenge from what I was doing which was along the sports development line… I wanted a new challenge, keep the same field but move to another area and then this role came up. It was an extension of what I was already doing, just in a different field, the education field was always something that was quite intriguing. (Lisa, SDPDM3)

This ownership was often enabled by the host site. Indeed, I identified the extent of my 'brief' and that if I was delivering, it was 'up to me' how I got there.

The brief was to come in and to be strategic, to set up and strategically manage a partnership of schools. They wanted somebody that could come in and just do it, set it up for themselves. You take on what you want. I mean you have got your outcomes that you have got to deliver but how you get there is up to you. (Helen, SDPDM1)

This sense of ownership, particularly though management and the decision-making process, is considered by Philip to be a new and unfamiliar environment similar to running a business;

a whole new world, running a business rather than running programmes and a partnership. I know there are still programmes to run but there is an awful lot more to it. (Philip, EPDM2).

Lisa provides an insight into how she positioned herself, and more generically SDPDMs, as distinct from EPDMs, due to the lack of job security in previous careers. In 2010, with the election of the Conservative-led Coalition government and the future of SSPs under threat, Lisa discussed her views on being able to work through periods of uncertainty and change. More so, Lisa considered SDPDMs were familiar in working with change and how this influenced the approach taken by PDMs;

> I think those that have a sport development background that threat of insecurity have lived with that before are just there going 'yeah well been through this before and we'll get through it again' and it's a question of sticking to your principles and making it work. People who have always had security in terms of there has always been a job 'I'm in education thanks very much' you know 'I'm secure' are going back to the classroom. Not always but the vast majority, those tend to be the conversations I have had with people. Unless they are a bit older, a bit wiser or willing to go it alone and start up something new. But certainly the younger teachers coming up are going back to what they know - the safety net. Whereas some people from the development perspective are there going, 'quite happy to take a bit more risk'. (Lisa, SDPDM3)

Lisa considers that EPDMs have an element of security, a 'safety net' that provides them with an opportunity to return into the teaching profession. It should be noted that this interview was conducted in the spring of 2011 when funding to the SSP programme had suffered a significant loss of investment. This situation further highlighted how PDMs continued to position themselves in relation to their job security. Tom expands on this idea that, as a result of their experiences of less secure employment in the sport development sector, SDPDMs were more 'strategic' in their thinking when compared to EPDMs;

> I think PDMs without an education background are a little bit more strategic. A little bit more, have got a little bit more flexibility in the way they can see partnerships moving forward. (Tom, SDPDM8)
>
> I think we are pretty run of the mill in all honesty, maybe the strategic view I take is different to some peoples'. I think that goes back to my sport development background... I've always looked a bit longer, how things can sustain themselves long term. Personally I'm quite happy to give people a bit of my time and explain things, sit down with them and an

educational environment isn't always like that. I think that sometimes people [teachers] are pushed for time, they don't have the time to sit down and think things through. It's like 'we just need this done because that is how a timetable runs'. I don't think the time is there to look at strategic development. (Lisa, SDPDM3)

Lisa not only discusses the strategic view, but also that her planning is focused on the future, 'long term' which she identifies 'goes back to my sport development background'. Whilst she claims that she had the time to plan when in a sport development environment but recognises that in teaching there isn't the time to be 'strategic', and subsequently considers EPDMs to be less familiar with 'strategic development'. Indeed, in my field diaries I noted how I 'struggled' with 'them', that is the EPDMs, and their *failure* to plan for the long-term sustainability of the programme;

Interesting training day, it was on change management and preparing the PDMs for the fight ahead. I was a bit surprised how 'angry' I suppose some of them were. Going through change management is par for the course in business – maybe it's because I went through 3 rounds of it at Sport England that I've adapted and also don't expect that everything will stay the same. …I can't believe they haven't seen the cuts coming – it's been on the radar for the last 12 months, you know the general election is coming and with it some risk… It's interesting, those with non-teaching backgrounds are the ones with the plans and strategies in place and have gone straight into 'acceptance' and working to secure what they can for the SSP. I struggle with those that just haven't seen it coming. (Reflections: Enhance Leadership Training Day)

What is notable here is both my frustration with the approach of those with teaching backgrounds, and indeed how I also group all EPDMs together as a homogenous group and vent my frustration at *their* lack of planning for the future. Interestingly, Mike and Philip's comments below reflected my frustration when they comment that 'nothing has been sustained' and are finding it 'difficult to evolve';

Everything we have spent money on has just all been swallowed up and nothing has been sustained at all so I think that has been a complete waste of money. (Mike, EPDM5)

They [EPDMs] took the money from the YST and ran the YST programmes and didn't take out the fact that that wouldn't always be there. [They] have been left with a situation where they had all their eggs in one basket and are now finding it very difficult to evolve into something else... (Philip, EPDM2)

Interestingly, Philip, an EPDM, begins to consider himself not as closely aligned to EPDMs but instead aligned with others who he perceived to be thinking strategically. Philip considers that SDPDMs were able to react to change, in that they could diversify and strategically position themselves in relation to partners. In contrast, Philip considers that EPDMs had 'all their eggs in one basket'. The picture that emerges is that although EPDMs considered they had an advantage over SDPDMs because of their knowledge and experience of working in schools, perhaps SDPDMs were at an advantage when SSP funding was under threat and a view of sustainability was necessary. Indeed the challenges of the job were identified as experienced differently by each group but, both groups recognised that the different prior experiences of PDMs presented challenges for both groups.

The analysis highlighted that the 'non-teaching' element of the PDM job was troublesome for some PDMs. Returning to Marie's experience, whilst she considers herself to have credibility within schools and can communicate through the language of education, she recognises the difficulties she experienced.

…Initially I found it very hard because it was very sport development type role… (Marie, PDM4)

In expressing their difficulties, EPDMs highlight the importance of the support they received from local sport development teams, often located within the local authority, and/or community-based sports clubs;

When I first started, sports development were very helpful and very good, they are a really good team, but a small team… the local community sports clubs and they do so much work for us and they take a lot of the pressure off me... (Mike, EPDM5)

In contrast, and taking into account that EPDMs used their experience of education, I reported taking an alternative stance where I was open about my experience as a sports developer, deliberately not identifying myself with 'teaching', and furthermore not identifying my work as related to 'how to teach or what to teach';

> The politics within a school, as soon as I said, I was up front and said I'm not QTS, but I'm not here to tell you how to teach or what to teach... (Helen, SDPDM1)

Ethan considers that there were [separate] advantages experienced by EPDMs and SDPDMs, and considers that in order to have all the advantages as a PDM that the job should be 'split', although also identifies that this could prove to be difficult within the grant funding as the money only pays for one PDM, not two;

> whether the PDM role was split in two but obviously there would be financial implications. (Ethan, EPDM6)

Kath (SSCo) concurs with Ethan's observation that EPDMs and SDPDMs brought different strengths to the SSP programme. Kath discusses where she had seen the SSP programme work well was when two PDMs worked together in a mutually beneficial relationship

> one's got QTS and one's got sport development. And I think it worked really well cause you're coming at it from different angles. So you've got the education experience, which I think is really important, particularly for getting through the front door. And being able to speak to staff and saying I've got QTS. But then also, even coming from a sport development background, you have a much better understanding of seeing the bigger picture, knowing where the money is, knowing what the links are and how the links can feed in and doing it that way. I think that works really well. (Kath, SSCo2, SSP1)

This idea of having both sport development and education experience is also considered by Ben to be the 'best of both worlds';

Two partnerships that complement each other - one PDM is sport development background and one is QTS background, and they worked very closely together, so you've got the best of both worlds. (Ben, SSCo1, SSP1)

In the identification of PDMs by their prior experience, the participants also positioned the affiliation of PDMs to, using Bernstein's concept of the pedagogical device, the RF and SF. I have, so far, considered how PDMs positioned themselves, with EPDMs mostly aligning themselves within the SF, but using established sport development teams to assist them in the strategic development of their SSP, in particular, in delivering the community aspects (external to PESS) which were required. In contrast, by identifying themselves as mostly concerned with strategic thinking and planning for the long term, SDPDMs positioned themselves as outward facing, particularly towards agents in the RF. With these two perspectives and alignments, this study is able to position the PDM in the space at interface between the RF and SF, as the job would often require movement between the two fields. In returning to the idea of positioning presented by Davis and Harré, the PDM was working within multiple storylines at any given time and thus could be operating as a recontextualising agent as well as defending a school position through a 'local call', that is, being responsive to local needs and priorities. It is for this reason that the PDM becomes positioned in the space at interface of these fields, rather than in a fixed or static position within either the RF or SF.

In the next section, I continue to explore this phenomenon of positioning, since not only have PDMs been positioned by their prior experience within education or sport development but through a variety of 'storylines'. I also consider how the PDMs become positioned in the space at the interface of the two fields through their contracts of employment. On the one hand, the PDM is accountable to the YST, whilst on the other hand they are also contractually accountable to their employer, in most cases a school. Alongside this, I consider the PDM experience of their induction process and how this experience also contributes to their positioning.

5.2 PDM positioning by contract

An anomaly with the PDM post was that whilst funding was granted to schools, direct from the Department for Education (DfE)[10], the YST had responsibility for the management of the SSP programme. The DfE, or the YST, did not centrally hold PDM contracts; instead they were held within each hub site in which the PDM was located. The school identified as the 'hub site' of the SSP employed the majority of PDMs. This situation presented the PDMs with a conundrum, being accountable to two parties; the YST and their employer. This positioning caused confusion at times, as Ethan highlighted;

> The YST saying you've got to do this but we are not going to tell you to do it, your school tells you what to do… I was often caught between what the YST were asking, the PDM buddy guiding and what the school was guiding and as we are employed by the schools you have to go with what your line manager at the school says. (Ethan, EPDM7)

Ethan described being caught between the YST operating with the RF as a recontextualising agent and the school operating in the SF. Thus, supporting the notion of PDMs being positioned between the RF and SF, with the agents and agencies in each field attempting to exert their demands. Ethan also recognised the dilemmas that the dual accountability of the PDM job presented in relation to the recruitment of PDMs and the involvement of agents within the RF in the appointment of new PDMs

> …the YST I think were a bit miffed as to why they weren't included in the appointment of the new PDM but then I don't know how much that particular YST officer had worked with the school… the first one I had [YST Development Manager]…was quite sort of abrasive and I don't think had a good relationship with the school. So I often found myself trying, you know, trying like a PR campaign really trying to keep my line manager and the YST development manager you know, on the same hymn sheet… (Ethan, EPDM7)

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[10] The DfE is used here as a term to describe the Department for Education which had many guises during the PESSCL and PESSYP programmes. For ease, I use the DfE to relate to the current education department.

Mike and Paul, both of whom as PDMs were employed by their local authority, presented an alternative experience. Paul considered this position to be difficult due to his managers not understanding the SSP programme;

> **Paul:** Unfortunately we then found ourselves line-managed by managers who completely did not understand really, or grasp what were the aims and objectives of the overall programme.
> *Helen: Difficult?*
> **Paul:** Yes, …even though we were externally funded once again our line managers just did not seem to grasp and understand that this was an externally funded product by the DfE…, but unfortunately we suffered as a result.

The PDM data suggested a lack of clarity between the responsibilities of YST and schools or local authorities, in relation to the management of PDMs. This lack of clarity is further compounded by the fact that the induction and training process for the job was conducted by the YST and not by the schools who employed the individual, an issue to which I will now turn.

In continuing the investigation into the idea of the positioning of the PDM, participants in this study also discussed their participation in the induction and training process. All PDMs were expected to attend a range of induction training events organised around the phased implementation of the SSP programme, which were organised and run by the YST. During Lisa's (SDPDM) recollection of her training, in 2004, she identified how the training assumed PDMs had education backgrounds. She considered that because there was an absence of information related to 'anything to do with education', there was, thus, an assumption that everyone on the training course had previous experience of teaching and being in education.

> A lot of the training, it was very obvious at that point that the vast majority of people in the network were from an education perspective and education background. Because there was no training on the education structure or anything to do with education. The training was sport development and how to, you know, manage things, work with things, develop them, that was you know, finance all that, all that type of thing that was what the training was. Whereas coming from a different viewpoint what my training needs were, and looking back on it, were very

different. Even at the time I knew they were different from a vast majority of the people that were doing the induction. (Lisa, SDPDM3)

Marie attended the same induction event as Lisa and considered that even those delivering the training were learning;

> Oh the training… didn't understand one word about what they were going on about for the two days. Smiled a lot, thought yes, right, whatever. Realised that even the people that pretending to know what they were going on about didn't have a clue - we were all learning together. (Marie, EPDM4)

In having two descriptions of the training offering differing perspectives, one from an EPDM and one from an SDPDM, an opportunity was provided to consider how prior experience influenced PDM engagement with the induction process. This also highlights the assumption that all PDMs would enter the training programme with the same experience, notably from an education background. Interestingly, the YST made use of consultants from the education sector to deliver their induction programme and in doing so, drawing on Lisa and Marie's experience of the process; they considered that they did not learn much. Indeed, it is questionable as to why the YST did not conduct the induction process using their development staff, given the focus of the training was on sport development. However, this study did not interview YST staff to clarify the decisions made in relation to the induction process to examine their positioning of the PDM. Lisa and Marie however, identified their perception that the training clearly positioned the PDM as a sport developer, not an educator.

Given that in 2004 the recruitment of PDMs without QTS was relatively new; my appointment in 2006 was still early in the time when SDPDMs were recruited. In my interview, I considered my experience of attending the initial induction programme and also of the materials that were produced to support the training

> Not for me, not as a sports development person. Even the, even the training that we went on told me nothing about schools, nothing about how they worked, the politics of it all or, even the materials they gave you were all set out going… the power points that were pre-populated, the templates

that were pre populated … what position you had in the school, how long you had been teaching. It was like, kind of irrelevant- where are the templates for the sports development people to go 'this is what I've done'? (Helen, SDPDM1)

The induction highlights that it was not only the individuals providing the training, but also the materials supporting the process that focused on EPDMs. Analysis of the PDM handbook, provided to all PDMs from 2004 onwards to support their introduction to the job, supported the assertion that training was focused on management skills rather than understanding the education context. For example, the eight sections into which the handbook was divided draw on concepts that SDPDMs reported were familiar:-

- Getting started
- Planning for action
- Measuring success
- Your network and partners
- Making the case
- Managing the money
- Managing the people
- Templates

In recalling his experience of the induction process in 2009, Mike further highlights the importance of this managerial training, specifically in relation to the financial management of the programme

> It was largely going over the whole school sport partnership programme, what the targets were, the 10 work strands are and what was expected to be done with that. There was a bit of team building crap that I have not got time for at all, it's a complete waste of my time and was probably why I didn't go back for the second day afternoon session. There was a pack that they gave us with all the information that we would need…. Now, I don't know if people from a sport development background would have any expertise in it, but certainly me coming from a teaching background had no expertise in the financial side of things whatsoever and it was very much just a case of this is what you have to do get on with it. (Mike, EPDM5)

Mike again recognises the differentiation of PDMs, in considering that he needed support in financial knowledge recognising that EPDMs had 'no expertise in the

financial side'. Indeed, the complexity of the finances and the speed at which financial decisions needed to be made came as a surprise to Marie.

> The hardest bit is the financial side of it and all the different grants coming in...before we started having these windows of opportunity which I think we all thought, for goodness sake tell us what is coming up so that we can plan it. We had an awful lot of knee jerk [reaction]. There didn't seem to be any rationale about who got it…who got some of the opportunities that were around….I think it was, well 'what name do we know and who's numbers is on my phone, we have this pilot and need to get rid of this £7,000 lets phone these people quickly' – and there was a bit of that. I benefitted from some of it… (Marie, EPDM4)

Marie's concerns about the speed at which money was distributed and the short timescales in which to introduce a new programme or initiative, resonated with Paul's consideration that there was too much money and that this also presented issues

> …money was just chucked out at everywhere…it was too much money, too many resources and we did not know what to do with it….we were just inundated…I can tell you now out of that money, we were just dumping money on schools….I reached the end of the academic year and I didn't have a clue what to do with this money so I would just dump it into schools, give it to the schools, make a payment. Other PDMs were creative in what they were doing with it, siphoning it off here, siphon it there, where it was needed. (Paul, EPDM6)

Interestingly the contrasting experience between Lisa and Marie's induction continues in respect of their consideration of the financial management of the programme as Lisa considered that the financial side were covered and that she did not need any additional help. Lisa positions herself as having used sport development principles, her prior experience, or being able to construct a structure for investing money;

> I think the basis for a lot of what we have done in my partnership has been based on sports development principles. I haven't gone out and just spent a load of money on this, that and the next just because it's been there. We've always had a structure upon what we have been doing. (Lisa, SDPDM3)

5.3 PDM positioning and skill acquisition

In considering the financial responsibility and management of the SSP, Ethan considers that the sum of money he was dealing with was comparable with the amounts that senior staff in schools would be expected to control;

> The finance bit which forms a big chunk of our role and particularly coming from a teaching background, you know, I think the sort of monies we hold as budgets you wouldn't be dealing with until potentially, certainly senior Assistant Head or Deputy Head kind of role. (Ethan, EPDM7)

Given Ethan's consideration that a significant 'chunk' of the PDM role was related to financial management, it was somewhat concerning to hear PDMs such as Mike describe how he was 'playing' with the money;

> £343,000 per academic year, and that's what I had to play with and literally it was a case of playing with it. (Mike, EPDM5)

Tom highlights the difficulties he had taking over an SSP previously managed by an EPDM, and that financial management had not been a strength of his predecessor but also that the auditor would 'move' money around and 'put it in the right pots';

> I had an issue with our audits. That they weren't being done properly and there wasn't any management of the finances throughout the year. So I had <u>no</u> form of financial management when I came in, there was no form of monitoring basically all that happened was it all went into one big pot and then the auditor came and he moved it around and put it into the right pots and I couldn't work like that through the year because if you are running projects and trying to manage something you've got to keep up to date… there was issues with money being spent in areas that it shouldn't have been spent. That probably took me a year to sort the finances out. (Tom, SDPDM8)

What becomes apparent within this study is not only the lack of basic financial experience, skills and knowledge of those who had come from an educational background, but also the absence of the necessary support and training. I do note

however, that this claim is based on the experience of PDMs involved in this study and may not accurately represent the experience nationally.

> You didn't feel at that time, particularly with the manager I had– I know other people had it very different- was that you could phone and say look I don't really understand this, it would be 'why not?' rather than 'let me come and help you' or 'you need to be doing this or whatever'. (Marie, EPDM4)

Later in this interview, Marie continues;

> I saw the development officer, in the 7 years I did my job, 4 times. (Marie, EPDM4)

It is evident that the YST clearly identified the centrality of sport development skills in the induction and training programme for PDMs to enable them to function within and across agencies/agents in the RF, but less support was evident for those who lacked a background in schools and education. It was apparent that little awareness is shown for the induction of those with a sport development background into the education setting. In providing training to the PDMs that focuses on the developmental work rather than on pupils and education, the YST firmly position the PDM in the space at the interface between the two fields and as a priority working with agents in the RF. In considering this position there is a clear indication of the skills required by PDMs to operate within this space.

5.4 PDM positioning: becoming 'multilingual'

In section 5.1.2 the PDMs note that there is a language in schools that is used and which PDMs need to understand in order to communicate with teachers and Head teachers. I have also noted that some EPDMs consider that the SSP programme was sport development based and at times found this difficult. In considering the PDMs' discussion of needing to learn the language of schools the handbook specifically identifies PDM-speak, the language of PDMs. Within the PDM handbook excerpt below, PDMs are introduced to terms such as 'strategic planning', 'partnership vision', 'objectives', 'SWOT analysis' and 'SMART

targets' – language that was considered the language of sport development and littered with terms associated with the language of New Managerialism (see Chapter Two, section 2.5).

Figure 6: Extract from the PDM Toolkit, Section 3 - Planning for action:
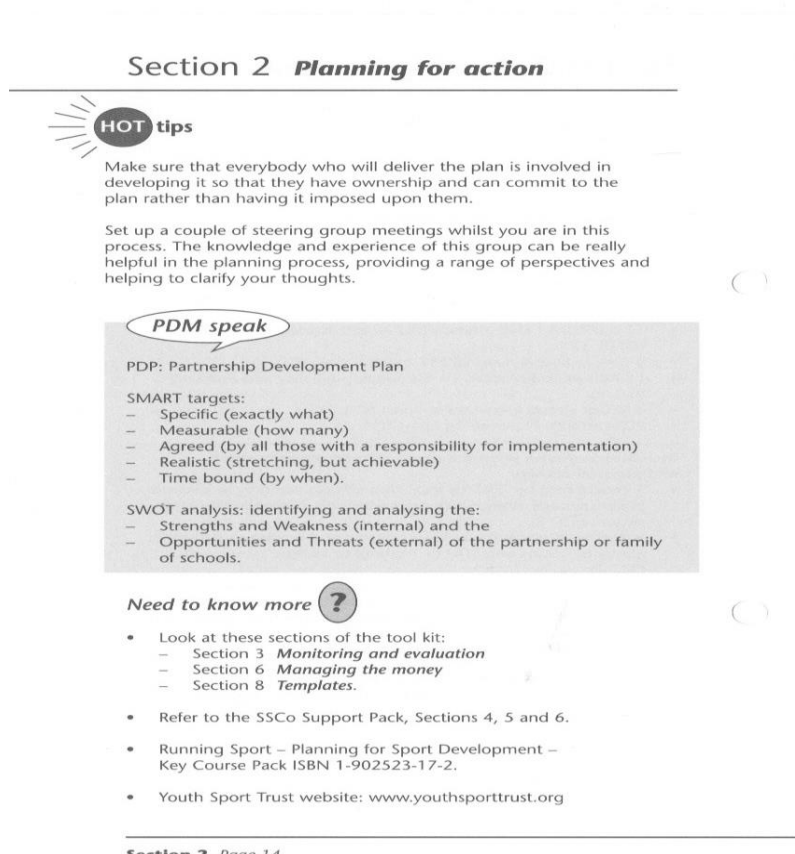
Many of the terms used within the PDM resources were identified by PDMs as being the language of 'sport development' although arguably they are facets of New Managerialism. As I already wrote, the PDM toolkit refers to this language as 'PDM-Speak', to provide a vocabulary necessary to facilitate PDMs being able to communicate with recontextualising agents and agencies. Within the handbook, this language is referred to as a 'jargon' but that there are also many 'dialects' - 'we can easily get caught up in jargon, and different sectors use different dialects of the jargon!'(PDM Toolkit, Section 2:1). Whilst there is an increasing move to operate within the parameters of New Managerialism within schools, PDM-Speak is a language that is already familiar to many agents and agencies within the RF.

PDMs, discussed within their interviews, the range of partners with whom they worked 'very closely';

> We've worked with, work very closely with the County Sport Partnership on various things, worked within NGBs, worked with the PCT and public health in the authority… (Philip, EPDM2)

Marie and Philip both identify here the increasing number of partners with whom they were expected to work 'as time went on' and the fact that this was likely to continue beyond the funding of the strategy;

> **Marie:** There has been a massive influence and gradually as time went on and different things disappeared and priorities changed, the personnel changed but we worked with more and more partners as time moved on.
> *Helen:* More and more partners being?
> **Marie:** External partners
>
> I think we will still work with a number of external partners, we will still certainly work with health, with the local authority and we will still work with some NGBs. (Philip, EPDM2)

In recognising the range of partners, many from the RF such as NGBs for example, the PDMs identified their roles as increasingly being drawn into this space beyond the confines of the school and the SF.

5.5 PDM positioning and strength in numbers

Due to the nature of the programme, straddling education and sport in the one hand and the RF and SF on the other, there was an increasing need for the trading of skills between PDMs. Over-time PDMs identified some morphing of skills as they became increasingly familiar with working within, and across, fields. An emergent theme within the interview transcripts is the idea that PDMs shared skills and knowledge, trading them in order to improve their own understanding of the environment(s) within which they were expected to work, as Marie and Lisa identify below;

I was very lucky that the previous PDM I knew very well and was at the end of the phone and used to get about 30 phone calls a day to start with – so that helped. You just learn, you just learn and you set your own systems up and you learn from other PDMs, you find PDMs that you can talk to, who have done it a little bit longer who had some good systems and you shared good practice and you got a lot of support through the network. (Marie, EPDM4)

…a couple of people that I met on the original inductions they wanted to tap into my knowledge for some things that they weren't quite au fait with whereas I had done it for X numbers of years and I was there going I don't really know anything about this. So [PDM] who works over in East London we started together and I use to call him up and go 'what does this mean?' 'what is this acronym? What on earth is it, who is it and what does it mean? And he used to just take from me and so that was quite useful. (Lisa, SDPDM3)

As Lisa observes above, that PDMs traded their skills and knowledge of their previous experience in order to improve their own understanding. This process was later taken on by the YST, through a formalised process of PDM 'buddies';

So I went through that induction and then I was assigned a PDM from another area to work with me 3 days a year which again was really useful… in hindsight, the person I was given had one very clear direction 'that's how you do things, that's what you do'. I had three days, two days where my PDM partner came to the school and there were plans for him to come and speak to my line manager, which he did on one occasion. (Ethan, EPDM7)

In the positioning of the PDM I have considered how PDMs positioned themselves and others based upon prior experience. However it is also clear that they identified that PDMs moved from positioning themselves and others to learning from each other and eventually to becoming a somewhat more harmonious group over time.

I was part of a group, there were about 15 of us that I think all started together. And there seemed to be quite a few that were sort of in the vicinity, not too far away…But actually I think the thing that was most helpful for me was the network I made… I feel that I had more support from local PDMs, than I had from the YST, constructive support. You'd phone them [YST] up and they'd give you the party line and then I'd ring

> Wayne or ring Marie, and she'd be like, this is what I'm doing, I'll be like, okay then I'll do that as well. (Kath, SSCO, SSP1)

This camaraderie and shared experience of PDMs led to a PDM groups developing and a decreasing reliance on the YST;

> You just learn, you just learn and you set your own systems up and you learn from other PDMs, you find PDMs that you can talk to, who have done it a little bit longer who had some good systems and you shared good practice and you got a lot of support through the network, not officially…. we were like we need to get together and that is how we ended up starting the PDM 'rumours' group. (Marie, EPDM4)

The PDM 'rumours' group that Marie refers to here was a regional meeting of PDMs, established in order for PDMs to discuss business. It was established as an unofficial group to provide PDMs with an opportunity to share experience and/or support each other. The need for such a group mirrored the ambiguities in the line management of the PDM; since the YST were not contractually obliged to provided day-to-day support and more often than not the school was unable to provide the specific programme support required. The meeting also served to dispel rumours and inconsistencies in information shared between the YST and PDMs, in particular inconsistencies in programme and funding access. Returning to Marie's earlier observation, she claimed that the YST's selection process took the following form - 'what name do we know and who's numbers is on my phone, we have this pilot and need to get rid of this £7,000 lets phone these people quickly'. Tom, who was a 'late' PDM, taking up his role in 2009, considers that the PDM group provided him with more experience that YST staff.

> When I came into it I sort of had 5 or 6 PDMS that had so much more experience than the development manager or a national manager… I just used the other PDMs… the best people to ask are people who are experienced enough to do it. (Tom, SDPDM8)

This identification of five or six PDMs to which Tom refers would relate to the PDMs who had been appointed in post from 2004-2006. Thus, after three to five

years of being in post, PDMs were considered, and positioned by more recent PDMs, as 'experienced'.

In addition to the informal communities that developed, the participants in this study recount the on-going training support provided by the YST, which took the format of 'networking days' and conferences. During the interview process, the term 'conference' was used to describe both the annual SSP conference as well as the regional networking days. Below, Ethan highlights the increasing difficulty in attending such networking events due to the changing funding of the programme

> I remember a couple of conferences; we were pulled into conferences and days where sometimes you didn't need to be there… if you ask me to come to London for a day it needs to be worthwhile because I've got to go back and say why have you gone, you know we have always been able to fall back on the fact that is hasn't cost the school anything but next year when I'm part of the schools grant money I'm out for a day I would be asked 'what have you learnt? How are you going to bring that into the school? How's it going to benefit the school? It's not just go up to London go to another venue somewhere miles away from anyone you know you've had a nice chat, time to network but it's not good enough, you need to go to be given information to use, be asked how you would use that information and take it back. (Ethan, EPDM7)

Again, Ethan highlights the tension in the PDM responsibility either to the school or to the YST, particularly in relation to the YST 'pulling' staff into conferences.

5.6 Conclusion

This chapter has sought to answer the first of my research questions about how PDMs were positioned through the development of the SSP. Through the data, I have examined the processes by which PDMs position themselves/each other and indeed were positioned by others. Furthermore, I examined the extent to which the previous experience and professional background of the PDM was significant in their self- positioning within the RF and SF respectively. Through the analysis, an affiliation with the field in which they had previously been employed was highlighted. The uncertainty about their line-management responsibility allowed diversity in their self-positioning as PDMs.

Moreover, PDMs were positioned by the language, knowledge and skill requirements of the job. Induction and training was provided by the YST to support the PDMs in their work. What emerged was a predominant focus on the language, knowledge and skills required to operate with agents/agencies in the RF. The PDMs identified this as a 'sport development' focus and, as Lisa considers, 'nothing about education'. Thus, the YST had a significant influence on positioning the PDM in the space at the interface between the secondary and RF.

Increasingly, there is recognition by the PDMs that there was a need to be able to work both in schools and with a range of 'external' partners. I return to Fig xx as discussed in the introduction. In contrast to the YST positioning of the PDM at the heart of the partnership represented in appendix xxx, the analysis in this chapter illustrates the PDM as operating in both the SF and RF and thus I position the PDM *in* the space at the interface between the RF and SF.

Figure 7: Positioning of the PDM within the pedagogical device
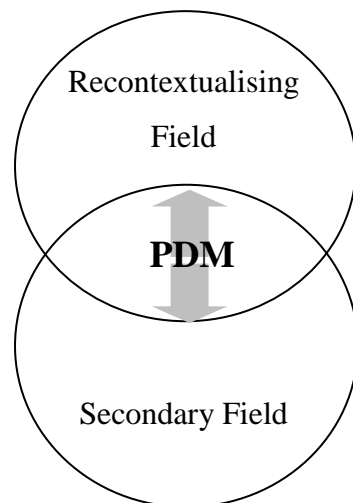
This positioning allows PDMs to maintain an affiliation in line with their professional backgrounds in either sport or education, whilst acknowledging the need to be able to communicate and operate within the SF and RF as demanded by the job. Despite the tensions identified in this chapter, in operating within the

space at the interface, the PDMs in this study developed a sense of homogeneity where, regardless of background, there was commonality in what they were doing to improve opportunities for physical education. This belief is explored in more detail in Chapter Eight.

This positioning of the PDM in the space at the interface between the RF and SF will now be applied to consider the second of my research questions focused on the implementation of PESS strategies through the structure of the SSP and the infrastructure posts therein.

CHAPTER SIX

THE TRANSMISSION AND TRANSFORMATION OF PESS

The previous chapter highlighted how the PDM was positioned in the space at the interface between the recontextualising field (RF) and the secondary field (SF). This chapter will discuss the realization of the instructional discourse (ID) of PESS. Unlike the national curriculum, which provided instructional discourse in a highly formulated, codified form, the ID of PESS was less tangible. I examine the extent to which the ID of PESS was in the process of being constructed through the interpretations of the PDM and their communication with the YST in the RF and simultaneously with SSCos/PLTs in the SF. Such a process allowed various interpretations of PESS to exist across the SSP network. In applying the term realization I am focusing on the part of the process of the social construction of pedagogic discourse that involved teachers rather than on how PESS was realized through the experience of the student. I consider how the ID of PESS was continually being constructed through the selection, transmission and transformation by individuals such as PDMs, SSCos and teachers.

As described in Chapter Three, Bernstein identifies two sub fields within the RF, the Official Recontextualising Field (ORF) and the Pedagogic Recontextualising Field (PRF). Agents and agencies in the ORF tend to have power and control of 'official discourse' (Bernstein, 1990, p.196), as they are closely aligned with, work on behalf of and often regulated by government. This power and control dictates the content and means of distribution for the materials produced in the RF. In positioning the PDM in the space at the interface and in identifying their relationship with the YST, the PDM is positioned primarily in relation to the ORF rather than the PRF. In this chapter I look at the transmission of the ID as it moves out from the ORF, across the interface and into the SF for use by teachers. I examine the ways in which PESS was transformed during the transmission process and in so doing I examine the work of PDMs, SSCos, PLTs and other agents in this process. I suggest that there are multiple processes taking place

simultaneously as staff within the SSPs, in particular PDMs, communicate with both the YST and schools as well as a range agents such as NGBs and community sports clubs thus oscillating in the space between the RF and SF. Returning to the idea of being positioned by multiple storylines as discussed in the previous chapter, I will now consider the detail of those storylines in relation to the implementation and subsequent realization of the ID of PESS. In particular, I focus on individuals' descriptions of the process of socially constructing PESS including an identification of need, a process of selection and subsequent transformation.

Bernstein (1990) suggests that the influence of the PRF also prevents total domination by the ORF, which retains a 'relative autonomy' for the education system from government control (Apple, 2002). As such, there is potential for conflict recognising the struggle for control (Bernstein, 1990) and that the 'ideological (pedagogic) positions of agents in the PRF and ORF may be opposed to each other' (Bernstein, 1996, p.115). Moreover, Bernstein (1990) suggested that the state was in his view increasingly attempting to weaken the PRF through increasing power and reach of the ORF. Thus I also briefly explore the extent to which organisations such as the Association for Physical Education (afPE), positioned in the PRF, influenced the construction of the ID of PESS.

6.1 PESS strategies: Moving out of the RF
Flintoff (2003, p.232) noted 'the implementation of any new policy relies on how individuals, at different levels of the policy process, interpret and make sense of that policy in their specific policy contexts'. In order to realize the ID of PESS in the SF, the positioning of the PDM in the space at the interface between the two fields becomes central to the transmission process. The ID of PESS was packaged within a range of programmes and initiatives. Interviews with the PDMs highlight their decision-making process based upon their understanding of what their schools would need;

…personally I know, or I have thought I've known, where the partnership needs to go and what people need to develop….. I've always been 'we will work with what we need on the ground'. (Lisa, SDPDM3)

… I'd look at what the schools want …We always started at the beginning of the year with what is it you need in your school? Where are your target groups? Have you tried these things in order to help with that? (Marie, EPDM4)

The importance of such analysis was stressed in the PDM handbook by the YST as an initial task for PDMs to complete. In the previous chapter, I explored the extent to which PDMs saw their role as a strategic one and indeed in interviews the PDMs highlighted how they identified a direction for their partnership, which appeared to be a key element of the subsequent transmission process;

The brief was to come in to be strategic, to set up and strategically manage a partnership of schools. The school had just been granted sports college status and they had no idea about what they were doing… (Helen, SDPDM1)

I came into the PDM role…, into a role that was more strategic, more of a partnership focus (Phillip, EPDM2)

Once PDMs had clarified their strategic view for their partnership, the process of engaging with the messages originating from the YST that were created to support adherence and compliance with the PESS strategies began. Initially the preferred method of distribution tended to be through emails. Where there was a need to send accompanying materials such as handbooks, PDMs would receive email notification detailing what documentation and/ or equipment to expect would be received. With the announcement and introduction of PESSYP there was an accompanying change to the transmission pathway. The YST, recognising the need to streamline and coordinate the dissemination of materials, revised the level of email communication with PDMs through the development of a e-bulletin 'In the Loop';

Following your feedback, we have been looking at ways we can reduce the number of emails you receive from the YST. We would, therefore, like to introduce you to the first edition of the Partnership Development Manager e-bulletin 'In the Loop', which is designed to keep you up-to-date with essential information crucial to the School Sport Partnership network as well as other topics that may be of interest to your School Sport Partnership.

Our ultimate aim is that you will receive all information via 'In the Loop'; however, you may still receive partnership specific information directly from your designated YST Development Manager or School Support Assistant. ('In the Loop' - Issue 1, 6th June 2008)

The high volume of information emanating from the YST was evident and PDMs identified their role as a conduit in a hierarchical system. Whilst incidents of providing feedback to the YST were referred to, predominantly through the relationship with YST Development Managers, PDMs consider that the flow of information was hierarchical, coming 'down' through the system;

The overall policy – that comes down to us from the YST for us to deliver as far as I was aware. National government, DfE, the YST took the responsibility for delivering and recruited people on the ground to deliver it for them (Mike, EPDM5).

A linear transmission pathway for the communication of information was identified by a number of staff. The transmission of information from the ORF to the PDM, to the SSCo and to the PLT was the pathway.

Although I identify a linear process, which I will refer to as the 'spine' of the transmission pathway, at each point I also identify branches connecting with key agents in the SF. In the first instance, I will examine the central spine of the transmission pathway before considering the branched transmission. I will also consider the process of transformation at each stage of the transmission pathway, a process where the messages contained within PESS are refracted, transformed and appropriated by the individuals who receive them akin to the game of Chinese Whispers (Kirk, 2011), allowing each individual to construct their interpretation of the ID of PESS, enabling various interpretations to exist.

6.2 The transmission 'spine'

The first stage of the transmission pathway was out of the RF, via the YST to the PDM. This relationship however, was not based around a single point of contact. Indeed the PDMs identified that the relationship between the YST and the PDM was multifaceted and with multiple points of contact. However, central to the relationship was the appointment of a YST Development Manager for each partnership, and analysis of the interviews highlighted the variability in the quality of support provided by the Development Managers. Marie discusses her experience of her Development Manager, one that she recognises as not overly helpful or visible, but also recognised that her experience was different to other PDMs;

> I didn't have a particularly visible manager from the YST. You didn't feel at that time particularly with the manager I had, I know other people had it very different, was that you could phone and say 'look I don't really understand this'. It would by 'why not?' rather than 'let me come and help you' or 'you need to be doing this' or whatever. (Marie, EPDM4)

Mike, in contrast to Marie's experience, found his Development Manager to be supportive but that, within the YST, continuity in the level of support was lacking;

> Our YST officer [Development Manager] was really supportive really helpful…but if I had an issue with a specific programme and I had to phone someone up at the headquarters I didn't find the support was there, or they didn't have the expertise to be able to help me with that support. (Mike, EPDM5)

Ethan also highlights his experience when his Development Manager changed;

> …the YST Development Manager, they changed the first one I had. I can't remember what her background was, but was quite sort of abrasive and I don't think she had a good relationship with the school…. I understand that a [YST] Development Manager had a lot to do and lots of partnerships to look after but … we could have done with a bit more support …And then the second [YST] Development Manager was also from a non-

teaching background I felt very, um, very knowledgeable and very supportive and great at communicating. (Ethan, EPDM7)

Alongside the relationship with the Development Manager, other modes of communication were also provided through nominated programme managers, [YST] head office staff and email communication. The email below provides an example of the various forms of contact that PDMs tended to have with YST personnel, making reference to review seminars and visits to the field, individual and group communication, identifying the means by the YST to support the implementation of the ID of PESS;

> **From:** "[YST DM]"
> **Subject: 07/08 SSC/SSP LP Programme**
> **Date:** 24 July 2007 12:43:04 BST
> **To:** "Helen Ives"
>
> Hi everyone,
> I can't tell you how devastated I was at missing out on last weeks seminar BUT I am pleased to read your evaluation comments (I agree that in retrospect it would have been better to forego your summary session and just get into the visioning – sorry!!!! my fault – thought it would be a good intro into the visioning exercise). I have attached the contact details for both the 06/07 and 07/08 LP groups. It will be excellent if you could pursue informal networking through the 2 groups.
>
> I would like to suggest 16th/17th July 2008 for the next review seminar – please let me know if this is ok and if not please suggest a better alternative a.s.a.p
>
> It was disappointing for me not to have been involved in the two seminar days so I would really like an opportunity to come and visit you out in the field – perhaps after you have submitted your development plans or perhaps when you have something you would like me to specifically see later on in the year – I'll be guided by yourselves.
>
> Don't hesitate to make contact with any questions or concerns
> Regards
> [YST DM]

As indicated in the email above, PDMs attended YST-led seminars whilst also receiving visits from YST personnel, alongside which were regular local, regional and national meetings and conferences;

> I remember a couple of conferences; we were pulled into conferences and days… the two days where we had different talkers, usual YST sort of

very bizarre ways of trying to get you to remember things. (Ethan, EPDM7)

Although PDMs discuss the variance in quality of their relationship with the YST, I personally experienced being invited by the YST to participate in the performance management appraisal of my YST Development Manager. The full questionnaire is available as Appendix 5 and this illustrates how PDMs were asked to rate the level and frequency of meetings and support received during the establishment of their SSP and the implementation of PESSCL. As part of this process, I was also invited to provide any additional information, which is recorded in my submitted response back to the YST;

> There are decisions made within the YST, and whilst [YSTDM] is very good at relaying information, challenging the partnership, providing support and advice I feel that sometimes he is restricted in what he can offer – because of the individual make up of SSPs, sometimes the "Well that decision is really up to you as the PDM" doesn't really help. More accountability by the YST staff in supporting the decision making process of the PDM would be welcomed. This is not a criticism of [YSTDM] as the majority of YST staff that I have come across seem not to be able to give a definitive answer when at times this is all that is needed. I just find that the non-committal answers are most frustrating and at officer level is seems that there is a fear of committing to an action or answer in fear of accountability later (Development Manager Performance Management Questionnaire for PDMs, 22nd Jan 2008).

My response highlights how I used this opportunity to discuss my frustration regarding the YST Development Manager's ability to make decisions. Moreover frustration at the time at 'non-committal' responses of staff at the YST in general, echoing Mike's earlier response.

An additional mode of communication was through booklets such as 'the PDM toolkit', which provided an introduction to the language of New Managerialism as discussed in the previous chapter (see section 5.5). Furthermore, the toolkit provided clear instructional and operational information in relation to PESSCL/PESSYP. The instructional content was not only aimed at supporting the

PDM in their role, but also how to manage their team of SSCos. It was through this toolkit that the YST arguably attempted to 'PDM proof' the transmission process of PESSCL/PESSYP. PDM proofing was not done in the same ways as objectives-based curricula attempted to do in teaching in the 1970s (Macdonald, 2003). PDM proofing, I suggest, involved exerting control over the operation of SSPs and how the YST ensured conformity in the transmission process as I commented in my interview.

> The PDM handbook was almost written 'week by week' and for the first week almost day by day on what you should be doing, what you should be setting up (Helen, SDPDM1).

In trying to control how PDMs performed, the YST attempted to bring in uniformity to the construction of the ID of PESS. The content contained within the PDM handbook sought to strengthen the transmission of the ID of PESS, through PDM-proofing the transmission process and also in outlining highly structured evaluative process, which will become a focus in the next chapter in relation to the operation of the evaluating rules.

This initial pathway provided opportunity for PDMs, calling on their prior experience and their relationship with the YST Development Manager, not only to receive the ID of PESS but also to select the messages contained within PESSCL and PESSYP that they would transmit through the SSP. Not only could the PDM select what they considered to be a priority but also to transform, where necessary, the content of these messages. After all, as Marie discussed in the previous chapter, she took her advice from afPE and had a student-focused approach to the selection of PESS programmes for schools within her SSP. In the PDM handbook the YST tried where possible to limit the structural organisation and management of SSPs, whilst, paradoxically, providing opportunity to transform the discourses of PESS through the use of 'local context' where PDMs selected from a broad array of programmes and subsequently transform the messages of these programmes as I discuss in section 6.2.1.

The next stage in the transmission pathway was recognised by interviewees in the study was from the PDM to the SSCo, with SSCos stating that the PDM was their main source of information about PESS. Unlike the PDM, direct contact between the SSCo and the YST rarely occurred, with the exception of SSCo training events. The SSCos considered that even, when on SSCo training, the information that the PDM provided was more detailed and provided the necessary support;

> … you know, your general SSCo I don't think had a great deal of support. There were top up programs and things that were available but I think the most support came from your PDM. (Andrew, SSCo1, SSP2)

It was common practice amongst PDMs to hold regular meetings with their SSCo teams;

> We'd have an SSCo meeting… we'd say this has come through…then we would go 'well how, does somebody want to take this on and pilot it and see how it goes' and that would be either a yes or a no… that is what we would do. (Marie, EPDM4)

Many PDMs also had to communicate with their SSCos via email, particularly in order to manage work programmes and to disseminate information from the YST. The email below sent by me to my SSCo team in 2008 highlights how I attempted to prioritise the discourses of citizenship (Leadership & Volunteering) and competition in particular. At the time this highlighted my perception that the YST were shifting their priorities from curriculum time for physical education to extra-curricular provision, competition and leadership/volunteering;

> **From:** Helen Ives
> **To:** SSCo Team
> **Date:** Mon, 15 Sep 2008 22:36:22 +0100
> **Subject:** programme summary.xls
> **Attachment(s):** 1
>
> Dear All
> I have put together a programme summary for projects that are proposed for funding this year. This will hopefully aid you in developing your OSHL programmes in each school. I have had notification from YST that the focus now for SSCos is to develop the after school club opportunities and participation

numbers together with inter/intra school competition and Leadership/Volunteering. From this you can see that they are now taking for granted that schools are now meeting the minimum requirement of 2 hours of PE across all the key stages. I know that this isn't the case with some of the secondaries, however as SSCos all that we can do is hit the 100% target through the development of the OSHL programme!

See you all in the morning.

Helen

In identifying the prioritisation of school sport through the development of after school opportunities, I thus legitimised SSCos deselecting curriculum focused support and reprioritised their workload on alternative forms of ID of PESS. Moreover, providing the SSCos with a programme summary communicated my own selection process and restricted the opportunities for SSCos to be active in this process. Nevertheless I then provide them with an opportunity to select for themselves from the summary of initiatives and programmes I had selected for my SSP. The use of SSCo meetings however did provide some PDMs with an opportunity to engage with a team approach to the process;

> …and you obviously had regular meetings, we had a regular SSCo meetings…shared good practice, helped each other out. We worked as a team; we helped each other out. (Will, SSCo4, SSP2)

Will identifies how within his SSP regular meetings provided an opportunity not only for selection of information but also, arguably, through sharing good practice an opportunity to identify 'which' translation or transformation of the ID of PESS was more or less successful. A process that Will identifies was repeated through the SSCos hosting meetings with their PLT cohort;

> … one of the good things is that they network. They do network, get to see the same people every time and when we have cluster meetings they do talk, and we do say 'what have you learnt from that?'. (Will, SSCo4, SSP2)

Regular meetings were used by PDMs and SSCos to selectively disseminate and prioritise particular messages of PESS and the socially constructed ID of PESS.

The utilisation of group meetings were recognised by the PLTs in this study as an aspect of the programme that they found beneficial, particularly in terms of networking, but also in terms of support and exchange ideas on 'how' to implement the associated initiatives and programmes of the PESS strategies made available through the SSP;

> More so for networking, the networking was fantastic and I think that has improved participation [of students in PESS]. (Simon, PLT, SSP1)
>
> It also meant that I had, not on my own as such, I had a School Sports Coordinator… For me, it was really helpful… to get with other people, you know like the other coordinators, the other PLTs in your cluster and get to talk to people to see how they do things…. It's nice to talk to someone doing exactly the same [role] as you're doing…, that was good. (Tina, PLT, SSP2)

The PDM – PLT relationship was rarely discussed in the interviews, with the exception of annual conferences. This highlights a transmission process from ORF to PDM to SSCo to PLT, a process Will describes as 'passing information on';

> …you get information down from the PDM to the SSCo, and your job - it's almost you're just passing information on. (Will, SSCo4, SSP2)

It is within this process of the passing on of information that there is opportunity for the transformation of messages to occur and particular forms of the ID to be constructed and realised. This transformation process offered opportunity for slippage to occur particularly through communication pathway akin to Chinese whispers (Kirk, 2011). The establishment, and naming, of the 'rumours' group (see Chapter Five, section 5.6) by PDMs in response to the different interpretations of messages received from the YST highlights the ambiguity around the transmission of messages from the PESS and the concerns that they may have been routinely misheard or misunderstood.

6.2.1 The selection and transformation process in the central 'spine'

In the previous section I highlighted the transmission of information 'down' through the spine of the SSP structure. However, at each stage of the transmission process, staff highlighted the extent to which they selected and transformed messages that constructed particular versions of the ID of PESS. The PDMs in this study identified that they had responsibility for the management of their SSP. This responsibility resulted in PDMs developing a sense of ownership, both of their own time and of the decision-making processes;

> When it first started out it was the idea of flexibility. I was assured that I could have flexibility where necessary, I could set my own diary and I would have a mobile and a laptop. (Marie, EPDM4)

The PDMs, in identifying the flexibility and freedom to make decisions, echo Flintoff's (2003, p.232) earlier work which also identified that the SSCo programme provided 'flexibility and local control of the direction in which it develops'. The PDMs and SSCos felt they understood what their SSPs needed and what schools wanted, and thus perceived themselves to be well-positioned to realize the strategies for PESS. These processes were also based on the PDMs' and SSCos' interpretations of the policy texts and recontextualised materials that they were in receipt of. The identification of these processes features strongly in the interviews of all the participants within this study where many make reference to what they termed 'local call' in explaining the context specific nature of their work, and is not limited to the PDM data. However, this presents in agreement with Flintoff's (2003) findings, an opportunity for 'slippage', where the policy and strategies for PESS were transformed and (re)interpreted. It is important to consider the opportunity for contextual 'slippage' or space in which the 'official text' can be slightly refracted or more substantially transformed depending on the person responsible for the implementation, thus affecting what the policy 'looks like' in practice. The potential for the conditions in which slippage can occur are made available through the inclusion of 'local context' or 'local call' within the programme. PDMs and SSCos justified the selection and transformation of messages about the ID on this basis. Penney and Evans (1999) argue that slippage

is inevitable in part due to conflicting messages from policy-makers leading to confusion in schools particularly when the 'distributive rules within the pedagogic device set up positions of defence and challenge' (Bernstein, 1999, p.160).

Alongside the revised email strategy there was also a revision of the programme the process by which programmes, funds and, such as kit and equipment, were allocated. Prior to this revision Marie highlights how programmes and accompanying funding tended to be distributed. In this she alluded to a selection process by YST Development Managers based upon the PDMs with whom they had a relationship and confidence that they would be able to commit the funding quickly;

> …the job just got bigger and bigger. You were either a PDM that said 'no' and lost out on opportunities and kept your head above water or you said well actually that will appeal to one school so I need to say 'yes'… I think it was, well whose name do we know and whose number's on my phone, we have this pilot and need to get rid of this £7,000 lets phone these people quickly – and there was a bit of that, I benefitted from some of it. (Marie, EPDM4)

The implementation of a bi-annual 'programme access window' in 2009 subsequently allowed PDMs to apply for the programmes with which they wanted to engage based upon their own selection process. This also established a process by which all PDMs could select from all of the programmes initiated by the PESS strategies. Indeed the establishment of a process that facilitated self-determination and choice was greeted positively by PDMs;

> …the programme access window programme - you know I thought that was a good idea. (Ethan, EPDM6)

> the programme access windows which does give you the opportunity to sign up or not sign up to some of it. Before it was very much an email would come in saying this programmes on, this programmes on…, the access windows were good, it allowed you to go 'I'm going to do that, I'm not going to do that'. (Tom, SDPDM8)

The use of local context, identified by PDMs as a 'local call', was used to provide justification for the selection and transmission of particular materials relating to PESS. This provided an opportunity for the ID of the PESS to be refracted or appropriated with emphasis on particular elements of the strategies;

> …whether it was a change of national policy, or whatever it was, I haven't pushed that through. Maybe I've just said we know what we need to do on a local level and we'll carry on doing that and there are some things that we can use to support us. (Lisa, SDPDM3)

Lisa clearly understood that there were some elements that she didn't 'push through'. Indeed in claiming that she knew 'what we need to do' and that she will 'carry on doing that', Lisa highlights how the selection process facilitated the selective transmission of messages contributing to social construction of the ID of PESS. Similarly, Marie considers that she would turn the process 'on its head' to focus on what the schools want, a more emphatic application of 'local call';

> I would turn it on its head, I'd look at what the schools want… We would use the well-known term 'local call', but we would make sure that we delivered on target whatever they set as the outcome. (Marie, EPDM4)

Whilst there is recognition Marie used 'local call' to justify her decision-making process, at the same time she recognises the expectation to achieve the targets and outcomes set. However Marie's comment that they would deliver on target 'whatever they set as the outcome' raises concerns that she felt that the outcomes of the programmes could be reached irrespective of the programmes selected or their transformation. Arguably, that Marie could deliver on target, irrespective of outcome by tuning PESSCL 'on its head' highlights the limited nature of the evaluative rules, an issue I will return to in Chapter Seven. Lisa concurs with Marie's approach of selecting and transforming the information and materials provided by the YST but identifies that the YST may not have recognised this repackaging;

> I think we took a lot of the information they were giving us, repackaging in a different way and then solving their problems for them. But they weren't necessarily able to see that and they thought it was something coming down the line… (Lisa, SDPDM3)

Lisa clearly noted the transmission process involved a process of 'repackaging' alongside transmission. Furthermore, Lisa considers that she always transformed the information emanating from the YST and the RF.

> I've always changed it, I've always been we will work with what we need on the ground. And I think this is where you know the whole decision of partnerships are not locally based and are top-down driven, for me that's not the case with our partnership. (Lisa, SDPDM3)

Lisa again considers the perception of a hierarchical model of dissemination and implementation of messages about PESS, and considers that she aligns her decision-making with the needs of her schools whilst knowing the 'direction' she wanted the programmes in her SSP to develop in. The influence of the PDM on the direction of PESS within a SSP was clearly identified by Rob, who discusses how a change of PDM impacted his role;

> …from having pretty much being able to deliver whatever I wanted…I actually had to drop a lot of stuff I probably enjoyed, to be more focused on what I was being asked to deliver by the PDM. (Rob, SSCo3, SSP1)

Although recognising that an initial identification and selection process had been undertaken by PDMs, SSCos and PLTs in this study also discussed the processes of selecting and filtering messages about PESS for their schools as I will discuss in section 6.4.1.

6.3 Transmitting and transforming policy and strategies for PESS along the 'branches'

The second transmission pathways moved along branches from the spine to the rest of the SF. For PDMs, the branched pathway was directly to Head teachers.

Throughout the interviews, a reoccurring theme arising from the PDM data was that, in discussions with Head teachers, PDMs were creative with their account of strategies for PESS, in what is best described as an influencing stage. In gaining access to the schools, it was often the Head teacher who had to be convinced of the need for particular priorities for PESS;

> by seeing Head teachers who, because you have to influence them, you can't tell them it's got to be done that way, because at the end of the day they can turn round and say 'no thanks' (Lisa, SDPDM3).

The influencing stage frequently involved transforming the ID to make the outcomes attractive to the Head teacher. PDMs, such as Tom below, learnt to reinterpret initiatives into 'alternative' languages, such as health, Ofsted and *Every Child Matters* in order to engage with Head teachers. Indeed, PDMs recognised that Head teachers were already responsible for the delivery of a number of school-based policies, and that PESSCL/ PESSYP was only one of many. Moreover, they highlighted that it was the role of the PDM to gather enough information to make their ideas and initiatives 'fit' with the priorities of the school. Tom argued that he needed to make the programme 'broader' and not just about school sport to solicit a wider appeal within schools and in particular with Head teachers;

> I tried to influence Heads, who weren't, felt part of it before to get involved because, I felt that it had to be a bit more (sp) a bit more broader in the sense of what we were delivering rather than a school sport programme. I felt that we didn't appeal to enough people. (Tom, SDPDM8)

Whilst trying to broaden the appeal for Head teachers, the social construction of the ID of PESS is clearly illustrated. PDMs identified priorities that would attract wider support; for example appealing to a health-based discourse whilst schools were applying for 'Healthy Schools' status, or improving educational attainment and league table performance particularly in the subjects of Maths and English;

> Secondary school Head teachers liked the opportunities that sports give them, liked their teams doing well they see sport as a competition part they

didn't see, some Heads were bothered about health aspects, some Heads noticed obesity is a problem so they were interested in getting students more active…but other schools priorities are raising attainment or it could be maths because their department their maths isn't doing well or their English isn't doing well… that's where the Heads time and resources go into. (Paul, EPDM6)

The relationship between the PDM and the Head teacher became integral to gaining access to schools, and also became a focal site in which the ID was constructed in a particular form. Lisa recounted how she used the overall 'idea' of leadership put forward by the YST, but that she transformed the programme so that it could fit the needs of her schools;

> The national programme the view on leadership and volunteering the push has come nationally and there's been Step into Sport and things that have been fantastic. But what we have done locally we have modified it, changed it, we've added things to it, we've done it in a slightly different way or we have looked at different age groups but to fit whatever it was that needed a particular group... It's outside of the national context, but I don't really care, it fits the needs… (Lisa, SDPDM3)

Numerous PDMs highlighted the need for the programme to be made to appear as if it could help deliver across the wider school agenda, on other school priorities, not just physical education. In particular, PDMs referred to how PESS could contribute to whole school improvements and move beyond subject-specific matters. Marie has already suggested that she used PESS to solve issues within schools, but she also related part of the transformation was to align the SSP and the PESS outcomes to the School Evaluation Form[11] (SEF);

> …if schools see it as divorced from what they need to do for their statutory requirements…, it's got to be in their SEF or they won't do it. If they do see it they need it explained, 'this is the section this fits in' and then they'll do it. (Marie, EPDM4)

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[11] Ofsted complimented their inspection process with the introduction with an online self-evaluation form for schools. According to Ofsted, the SEF form was used to help inspectors to focus their inspections, and that while the form should be used as 'an accurate diagnostic document' it was 'not mandatory'. (Self Evaluation Form Guidance p.3).

In the change from PESSCL to PESSYP, the PDM planning document, Partnership Evaluation Planning Document (PEPD) was also transformed to mirror the SEF process;

> As schools now operate successfully within a self-evaluation framework, … we recommend a similar process for the work of SSPs. (PEPD Guidance Notes, 2008, p.1)

This change allowed a closer alignment in the reporting process for schools and SSPs, enabling the PDM to approach transforming messages about PESS into a form of the ID more readily understood by schools within the SF.

6.4 Selection and transformation : The SSCo and PLT

SSCos also recognised their involvement in the processes of selection and transformation of messages about PESS. SSCos discussed how they 'filtered' information, but that they were in effect repeating the process that was initiated by PDMs;

> There were just different initiatives all the time and like I can't name them but you can't do them all. But you would have to sort of filter that...It was like every few weeks there was something new and I'm sure you had more stuff as PDMs and you filtered that from us. And we sort of had to filter it to the SSCo role, to the PE coordinators (PLTs). (Will, SSCo, SSP2)

Although drawing on the language of filtering, rather than selection, Will identified a similar process of selectively transmitting messages in the process of constructing the ID of PESS. Moreover, he acknowledged that he was aware that a comparable process had already taken place at the PDM level. Similarly, Andrew, Will and Jane discussed the reasons for selection based on the amount of information provided, and the number of programmes on offer;

> But because there have been *a lot* [of programmes], I find myself being selective. We're not gonna do that one, but we will do that one. Simply in terms of time management and what the schools say. There's just too much you know…we've got to do that, we've got to do this, we've got to do other

things we've got our day job as well. So where possible, I would take the decision on what my schools in my cluster would get involved in…So you know, it's not been an easy ride but I was selective with what my schools did… I felt sometimes it was a lot of pressure on me to go and deliver in my schools, and to support them in all these activities and I would just say no it ain't gonna happen. We would toe the line where possible but I wasn't going to put pressure on my people in the schools. (Andrew, SSCo, SSP2)

There were just different initiatives all the time and like I can't name them but you can't do them all. Schools won't do it. Sometimes you get information down from the PDM to the SSCO and your job, it's almost you're just passing information on. But you would have to sort of filter that. You couldn't possibly expect all the other schools to do that… (Will, SSCo, SSP2)

There were quite a lot of programmes out there, …it was very much up to the individual SSCo to kind of go for the programme or not go for the programmes. I made that choice because *I* wanted new opportunities for the children. …but again there are constraints on staff in that if every single school took up every single programme you wouldn't be able to actually 'man' it. I mostly gave them all the opportunities, and then try to fit it into my schedule to try and fit in as many as possible. (Jane, SSCo2, SSP2)

Jane recognised that SSCos were able to make the decision on behalf of their schools and that, had she not been selective, and had all of her schools taken on all of the programmes available, she would not have been able to staff the PESS provision, as already she had to consider how the programmes fitted into her own schedule. Thus, the selection process was not only based on need, but also on the capacity of the SSCo to be able to deliver the initiatives and programmes made available to the SSP. In contrast to the selection process Jane described, Andrew considered that he had a bottom up approach to his selection process;

Rather than the YST just throwing things at us I would ask where has this come from? This is you making the policy, you making the programs and then you giving them to us to deliver. But let's turn it round. Let's go to the schools and using the evidence from PESSYP, PESSCL, in-house evidence, what do you need? What would suit your needs of you and your staff and your kids that we can put on for you. (Andrew, SSCo, SSP2)

Thus, it becomes important within this chapter to consider 'where, when and why the circulation of principles and practices realized in pedagogic discourse is innovated from below or imposed from above' (Bernstein, 2003, p.200). Although the availability of a very wide range of programmes facilitated decisions made on a local basis, it also facilitated the bias towards particular forms of PESS and thus the transformation of the ID of PESS to take particular forms that may not have been intended by policy-makers and strategists in the RF.

Andrew's interview provides further identification of how SSCos were interpreting information. As a qualified physical education practitioner Andrew considered that he was able to 'decipher' the materials, which originated in the RF and subsequently distributed via the YST;

> …most of us are experienced PE people that we can decipher or work out what the Trust wants us to deliver so we can go off and do it on our own back without the need for any support or extra coaching, training or whatever. (Andrew, SSCo, SSP2)

Andrew's language, to 'decipher' is interesting, in part because it alludes to the information provided by the YST as coded, but that the opportunity exists for him to 'go off and do it' in a way that he considered to be the right translation. This suggestion is particularly interesting as the YST, who were a major source of strategic messages about PESS, which Andrew claimed to be deciphering, were fundamentally a sport development organisation with few teachers working within the organisation. Nonetheless, Andrew highlighted that experienced PE people could work out what the 'Trust wants'.

The SSCos reported similar experiences to the PDMs in appealing directly to Head teachers. Andrew described a process of involvement with schools and his focus was on trying to 'engage' the Head in the work the SSP was doing.

> …getting Head teachers to engage with the work that we were doing and the targets that we wanted to achieve. (Andrew, SSCo1, SSP2)

Andrew recognised the use of targets and the performance of SSPs, which will be a focus of the next chapter. Here, we might note that he highlighted once again the importance of engaging Head teachers. Rob identified that he sensed schools put up barriers to SSCos entering schools;

> So I think getting in the door is the hardest part of it, invariably there's a barrier put up just because you're there, trying to get them to do something that they don't want to do. If schools want you there, they've got an open-door policy and you can pretty much walk in. There's one school, I can pretty much show up whenever I want, walk into somebody's lesson, have a chat with them about something and walk away. Others, you need to book an appointment six months in advance, and they might still not turn up when you get there. (Rob, SSCo, SSP1)

Andrew considered that he had a different experience of working with his Head teachers compared to other SSCos, as he had consistently worked with his cluster of schools for over eight years, giving him a 'strong relationship' with the Head teachers;

> …a core of eight primary schools that I've worked in for the eight years or so I've been involved with the program, and we have a very strong relationship with the PLTs, with the kids, and with the Head teachers. And we have worked very closely to develop that and it's a very positive aspect of the school life. I was fortunate that my Head teachers allowed my PLTs to meet with me for a whole day every term… I was fortunate and that wasn't always the case with many other partnerships. (Andrew, SSCo1, SSP2)

Alongside this eight-year relationship, it should be noted that Andrew had a dual role as a PE Advisor within schools and had access to the Head teachers when performing this role, which possibly facilitated this process for him. He recalled the need to transform the language of physical education to the language of health as a way to tackle the obesity issue in a particular school.

> The previous Head, although she was a Head of PE and then went into primary as a Head you'd think she'd have a better understanding, never engaged really. When those results [National Child Measurement Programme] came out and I went back and said "Well have a look at this." when I was working for the authority –"you're at the top of the table, you don't want to be there, we can help" and that rang alarm bells. From then

she was very proactive in supporting extracurricular activities, different people coming in during the day to do workshops and everything else. And that was a really successful but it took something like the obesity rates to make her realise that there's more to it than just playing football. (Andrew, SSCo1, SSP2)

This use of particular language to communicate with the Head teacher contributed to the process of constructing a particular form of ID was not, as we have seen in this chapter, a stand-alone occurrence.

The relationship between SSCos and the PLTs, and the teaching practice in primary schools was also highlighted in this study. Simon discussed the benefits of being a PLT, the additional courses he attended and how he reaffirmed his own learning in discussion with the Head teacher;

> I'd come in and I would talk to the Head teacher, say what we had done over the course. Again that was good for me because I was solely doing the PE in the school and it was a good way for me to actually be reminded about what we did on that course. (Simon, PLT, SSP1)

The PLTs in this study also discussed the benefits of having an SSCo in their school. Emily (PLT, SSP1), in particular, highlighted the significance of this for her own development and for improving confidence in physical education;

> **Emily:** We had Ben [SSCo] in for Tag Rugby…he's qualified to have the kids out there on his own, but I chose to shadow him, which is incredibly good because now I've got, it's kinda fuzzy now, but I've got all the ideas that he did with our club. I can now take that on; it's just seeing it done…
> *Helen:* So you like the team-teaching approach
> **Emily:** Definitely… It would give us so much more confidence

Emily went on to discuss her approach to the dissemination of information in her school and the lack of opportunity, for her, to share information with her colleagues;

> *Helen:* How do you disseminate information through the school in your role as PE Coordinator [PLT]?
> **Emily:** I don't really. I haven't had, there's no real kind of inset slots for PE. There's maths, literacy, maths, literacy. I don't think we have had any

insets, there's no real. Apart from the two that Kath did which I had to squeeze into the inset calendar, there really isn't much opportunity.
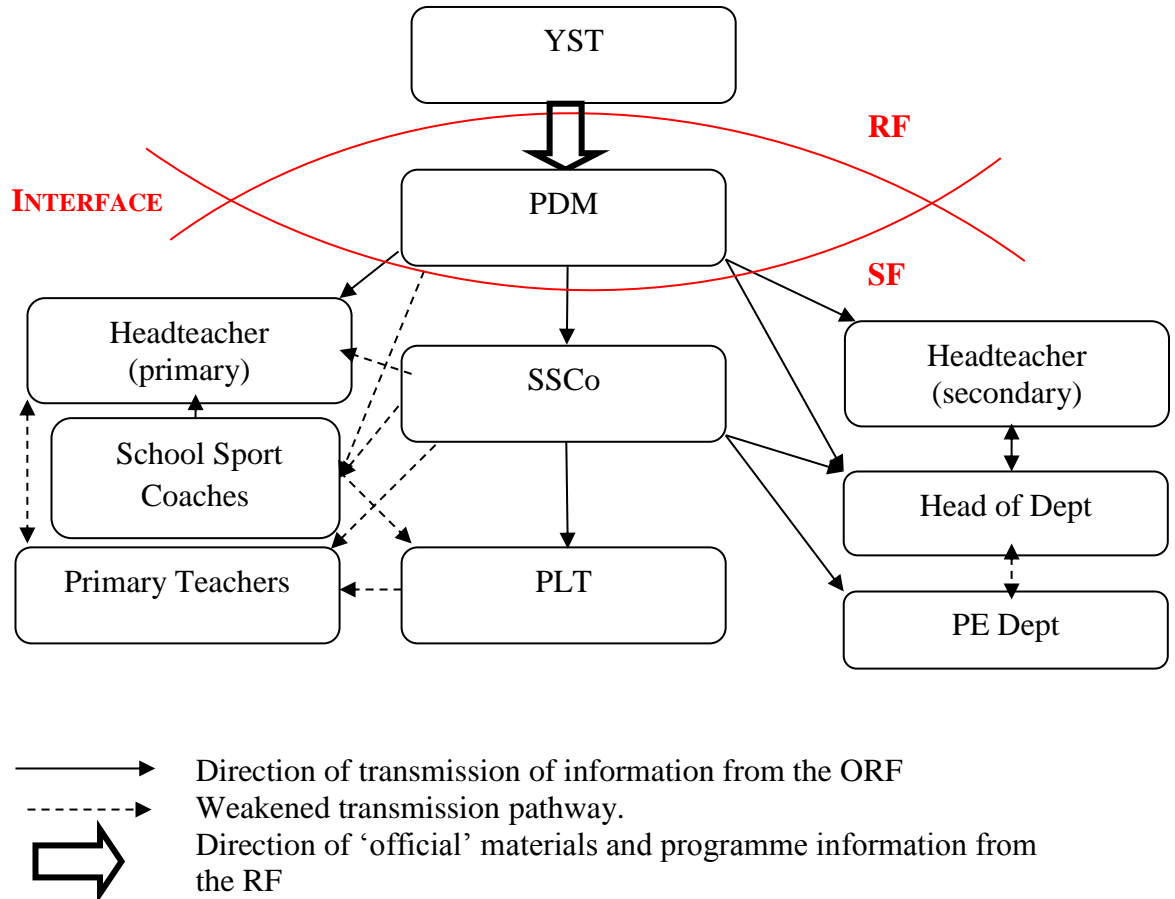
But when Emily did have the opportunity, she recalled the mixed response from her colleagues;

> We've got teachers here in their 50s and 60s, who when we have Insets say 'oh no I can't do that I have a bad back, I can't do this because its too strenuous…. I can't do it, I can't possibly get involved…. A lot of teachers here don't have the confidence, when Kath did her two sessions, everyone was hungry for more.

Thus, opportunities for PLTs to disseminate and share information were limited, often due to the focus on subjects deemed to be more important – predominantly numeracy and literacy. Returning to the transmission pathway, the branches from PLTs to other staff were rare, and the high turnover of PLTs was identified as a problem (IYS, 2004) as PLTs took their knowledge and skills gained in the programme with them. There is an identification of what can be described as a 'weakened transmission pathway', where opportunities for communication and transmission are infrequent and were not firmly established or formalised. In such places the particular form of PESS was not as much of a priority as it was in other school contexts. For example, SSCo relationships with Head teachers in schools were less about establishing PESS but more about ensuring Head teachers were aware of their presence in the school. The SSCo often did not influence what or how the Head perceived the content or messages of PESS, but did ensure that the Head acknowledged their presence in the school.

In establishing the hierarchical spine of the transmission pathway of messages about PESS and the branching off at each level I am able to construct a visual representation of this communication system within the SF. In developing this visual representation of the transmission pathway I acknowledge the complexity of the relationships existing within the SF that were dependent on how individuals involved interpreted, and made sense of, the messages that were being sent 'down' the pathway. Indeed I also recognise that exceptions to this process were evident.

Figure 8: The hierarchical nature of the transmission pathway involved in the dissemination of PESS materials from the YST

Direction of transmission of information from the ORF
Weakened transmission pathway.
Direction of 'official' materials and programme information from the RF

Given the multitude of stages in this model, and the recognition that the ID of PESS was transformed and refracted in particular ways at each stage in the process, the way in which strategies for PESS were then realized in the SF is of particular interest. In Chapter Seven, I will examine the realization of the ID of PESS by PLTs and physical education teachers/departments in both primary and secondary schools. However, in the next section I will examine the extent to which agents and agencies outside the main transmission pathway, both those within the ORF and PRF, influenced the social construction of the ID of PESS.

6.5 Agents and agencies in the RF

The YST is identified as operating in the ORF, but it is not alone in this field. Participants in this study also identify partnerships with local authorities, health organisations, the police and National Governing Bodies (NGB) of Sport. As such, these partners had their own policies and strategies to implement, many of which competed with PESSCL/PESSYP, adding to confusion and once more creating conditions in which slippage could occur. PDMs operating in the space at the interface with the SF and RF were part of what Houlihan describes as a 'crowded policy space' (Houlihan, 2000). Whilst working at the fringes of the RF the PDMs discussed the need to work with 'partners' from this crowded policy space to garner support for the ID of PESS, which Marie considered 'really works';

> Where we have got it best is probably where we have all the partners around one table. You know, we have a meeting tonight at [school] where sports development will be there, I'll be there, coaches will be there and regional NGB staff will be there. That's where it [strategies for PESS] works, where it really works…. We'd talk about and come back to the meetings – how are we going to do this? What do we need to do? How do we move it forwards? (Marie, EPDM3)

In addition to those partners in the ORF, a number of EPDMs discussed the extent to which they engaged with afPE who operated in the PRF, for guidance and advice on the implementation of PESS. Although Marie highlighted the diverse organisations she was working in partnership with as part of establishing the School-Club links element of the strategies for PESS, she claimed that she would take her advice on PESS from her professional organisation;

> I have always been very aware of our professional organisation afPE have had a lot of conflict with the YST. Now as a professional PE teacher I take my advice from afPE but my work is with the YST. (Marie, EPDM4)

The tension between afPE and the YST as they operated within the PRF and ORF respectively accordingly was identified by a number of interviewees and although the relative weakness of the PRF is identified, it remains notable that afPE were still drawn on to advise on the 'whole physical education side';

I know that afPE fought very hard, that physical education stayed there 'cause I think otherwise you're then heading towards danger of returning to 1900s physical activity. I think their main role is battling on the whole physical education side, and making sure that that is still there, that physical education, physical education is still there and very much, very, very curriculum-based. My feeling around afPE are that they were battling on the curriculum side,…they see development of the whole child and all children through physical education as being important, rather than worrying about extracurricular activities and stuff (Kath, SSCo2, SSP1)

In identifying the role of other agencies in the RF, ORF and PRF, and the importance of partnership working to the New Labour Government, I highlight here the role of agents in the RF on the transmission pathway of the ID of PESS.

Figure 9: Model of the communication pathway with the pedagogical device
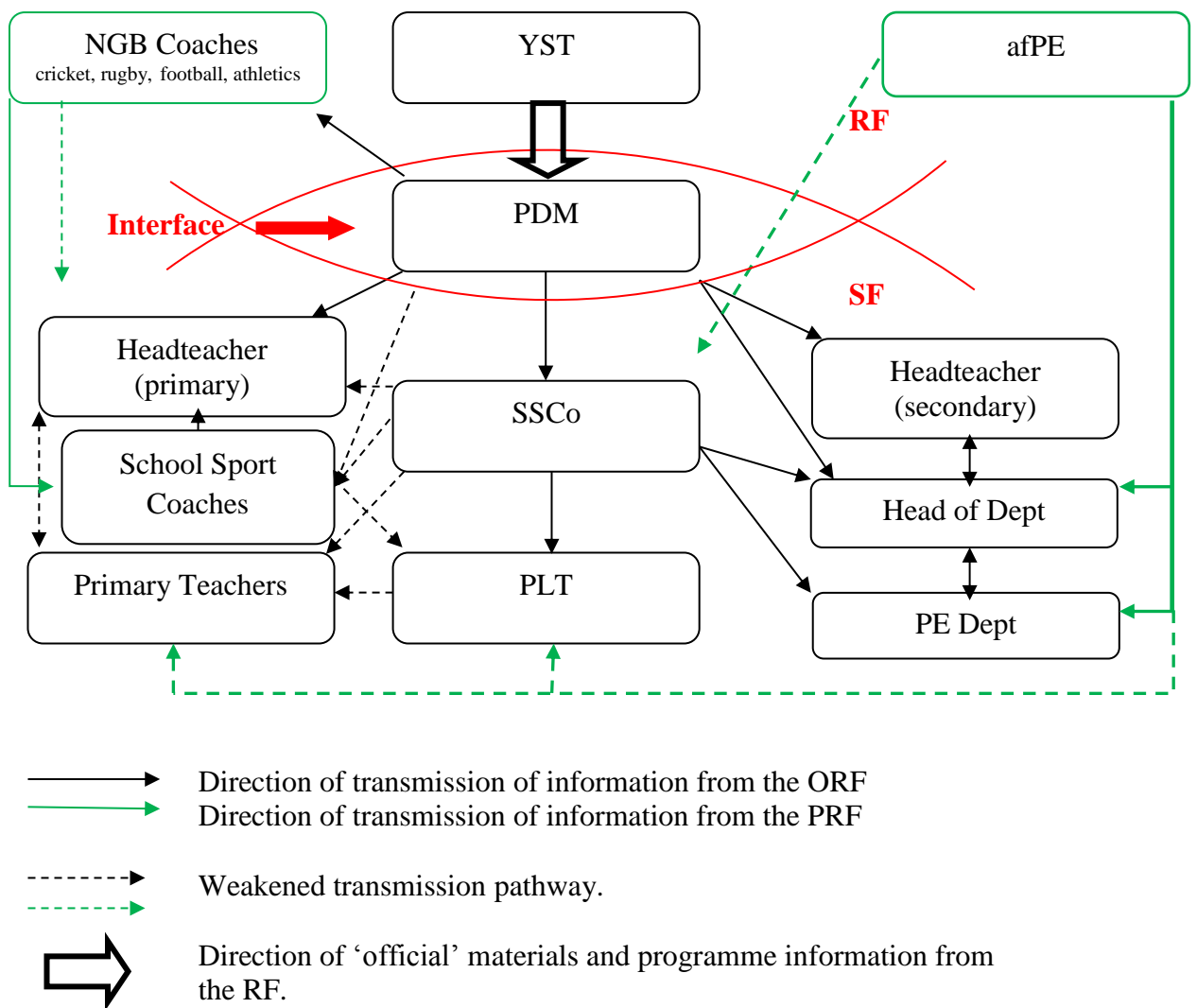
6.6 Conclusion

In this chapter, I have highlighted that the social construction of the ID of PESS is a complex process, one that involved numerous individuals who had the opportunity to select and (re)interpret content and transform the messages about PESS sent down the spine of the communications pathway. There is agreement, and recognition, that the process of transmission and dissemination of messages about PESS from the YST was through the SSP infrastructure. Furthermore, I have highlighted that at each stage in this spinal transmission pathway a process of selection took place. Simultaneously, I recognise that at each level there are multiple opportunities for the transmission and transformation of the ID via branches. These branches enabled the identification of additional agents, agencies and individuals involved in the PESS strategies, and their relationship to each other, which were not acknowledged in the accepted SSP diagram presented in Chapter Two.

Participants recognised their involvement in the process of social construction of PESS in order to gain access to and support from schools, easing the implementation of PESS in schools. During the influencing and negotiating phases, participants also recognised selection based on 'fit' whilst also recognising that 'local call' was a key mechanism used in the transformation of the messages of PESS and thus in the social construction of the ID. Participants identify the role of the PRF and how agencies such as afPE focused on the quality and pedagogy and not on the attainment of, as Kath describes, 'extracurricular activities and stuff'. Through this analysis, I present the development of a transmission model for policies and strategies for PESS in these SSPs.

I also highlight how agents and agencies in the ORF governed by the processes of New Managerialism and wielded influence on PDMs. For example, I introduce the concept of 'PDM proofing', which enabled the YST's attempts to manage PDMs throughout the network with a degree of uniformity, particularly through the provision of the PDM Toolkit, though not always successfully. I consider how the establishment by PDMs of the 'rumours' group provides an example of how

PDMs recognised that there were multiple interpretations of the messages of PESS. These multiple interpretations resulted from a communication process similar to that of Chinese whispers, where PDMs may have misheard messages and interpreted these messages based upon their knowledge and prior experience.

CHAPTER SEVEN

EVIDENCING THE IMPACT OF THE PARTNERSHIP

This final results chapter examines the role of the evaluative rules together with the impact of the investment in PESS within schools, and particularly on pedagogical practice in physical education. This is the 'final' part of the journey for the ID of PESS as it moves from the RF, across the interface, into the SF to be realized within the teaching practices in schools. In the previous chapter, I discussed how the application of the pedagogic device permits us to consider the relationships and processes in place as education policy, and strategies such as PESSCL and PESSYP, are produced, transmitted and acquired. As policy moves from creation to implementation, policy constructors often intend that the policy will bring about a transformation in practice and contribute to wider policy intentions, but the literature suggests this is rarely achieved due to slippage in the implementation process and the transformation of innovative ideas (Kirk and Macdonald, 2001). Thus, the relationship between policy and practice is a complex one (Johns, 2003; Priestly and Humes, 2010).

My third research question considers the role the evaluative rules played in the realization of the ID of PESS. The evaluative rules enable us to consider what counts as legitimate knowledge in relation to the 'acquisition of instructional (i.e. curricular content) and regulative (i.e. social conduct and manner) texts' concerning specific pedagogic practices (Singh, 2002, p.573). In this chapter, I directly address the form and function of the evaluative rules and how these underpinned the realization of PESSCL & PESSYP in schools. The evaluative rules are a crucial characteristic in identifying pedagogical practice (Alves and Morais, 2008, 2012), ultimately determining how much 'legitimate knowledge' is accessible to and acquired by practitioners in the SF. The evaluative rules regulate pedagogic practice 'acting selectively on content, the form of transmission and

their distribution to different groups of pupils in different contexts' (Bernstein, 1996, p. 115), thus shaping the realization of the ID of PESS in schools.

In considering how the implementation of the strategies was evaluated, I will first of all examine the form of the evaluation process, focusing on auditing and reporting and, in particular, the annual national survey and how PDMs functioned within a context of New Managerialism (Deem, 1998; Grix and Phillpots, 2011). Next, I consider how PDMs learnt and communicated through a language of 'targets', 'performance management', 'outputs' and 'delivery' whilst still being required to operate within an educational context. I will also examine how the requirement, and expectation, to return data determined how the ID of PESS would be realized particularly in the context of a 'quantity first, quality after' approach.

Finally, in order to address my fourth research question of how strategies for PESS were realized through the practice of teachers, I consider how teachers interpret and make sense of messages about PESS passed down along the transmission pathway to them. I examine the extent to which the ID of PESS changed or influenced the form of provision and teacher practice in relation to the national curriculum and after-school programmes in both primary and secondary schools. More particularly, I am interested in how teachers transformed the ID of PESS in order to fit with their current practice, thereby contributing to policy slippage and the transformation of innovative ideas. I consider, finally, the engagement of teachers and their role within the annual national survey, particularly the influence of this method of monitoring and reporting, as well as considering how the survey results were used by schools/teachers to inform practice.

7.1 Evaluative Rules

As presented in Chapter Two, strategies for PESS were performance-managed through the use of Public Service Agreements (PSA), a feature of the performative culture that was widespread throughout public services under the

Blair Government (Giroux 2004; Vulliamy and Webb, 2006). To accept this neoliberal form of modernisation of education was to accept that evidence, presented in relation to performance indicators, could be used to confirm 'success'. In this section, I will consider firstly the form of the evaluation of the implementation of PESSCL/PESSYP, the quantitative nature of the evaluative rules and the impact of the evaluative rules on the social construction of PESS. Thereafter, I examine the pressure experienced by staff to reach the PSA target. In so doing, I examine how participants in this study operated within a performative culture, increasingly focused on administrative work. In addition, I explore how participants were supported, and expected to implement ongoing monitoring and evaluation through processes such as planning, auditing and reporting. Finally, I address concerns about the reliability of the annual national survey results.

7.1.1 A data-led approach

During the years of the PESSCL strategy, PDMs were required to plan their development of the SSP to deliver the strategy's outcomes. This was done through the submission, to the YST, of a Partnership Development Plan (PDP), which was the culmination of the planning stages undertaken in the early development of the SSP. Within the PDM Toolkit there is a strong emphasis on planning and auditing processes. Section 2 of the Toolkit, titled 'Planning for Action', opens with an outline of what the section will aid the PDM to be able to do.

> **This section will help you to:**
> • Conduct and analyse an initial partnership audit
> • Produce a partnership development plan
> • Implement the partnership development plan
> (PDM Toolkit, Section 2:1)

The section focuses on the data the PDM needed to collect, and presented five questions the PDM need to answer;

> • Where are we now?
> • Where do we want to be?
> • How are we going to get there?

- How will we know we are still on course?
- How will we know when we've arrived?

<div align="right">(PDM Toolkit, Section 2:1)</div>

Year on year, the PDP was updated by the PDM to evaluate SSP progress against the PSA target. Analysis of the interviews highlights how PDMs used the PDP process to determine the priorities for the year, informed not only by information submitted by SSCos and PLTs, but also drawing upon the SSP results produced as part of the annual national survey;

> we look at our figures for the previous year, look at where the gaps are and our priorities would be based around that and hence why at that time when we had to write our PDP, Partnership Development Plan, was based on what was going to be our priorities. (Ethan, EPDM7)

Similar to Ethan, Tom discusses how he used the PDP to establish a two-year plan, (whilst the PDP required three years of planning, Tom's appointment was in the last year of PESSCL and was only required to plan for the final year, plus one). Tom outlines the time that it took for him to produce his PDP, and how it was then used to inform the work the SSP was doing with individual schools. He highlights here the significance of considering individual school development plans and the impact of the plan on each school individually rather than focusing on the whole partnership impact or 'result', which had little relevance to each school;

> We implemented a two-year plan to start off with of 'how', where we wanted to move, to be, it sort of took six months to put that plan together. …we had a partnership programme, development plan which was then split into individual schools development plans…which then fed into the main plan for the area. I think that was really important because initially it was just a plan that didn't really impact on that school, they didn't really care about the partnership result, they cared about how it was going to impact their school. (Tom, SDPDM8)

Within the planning process, all schools were to audit their current provision for PESS and identify opportunities for development provided by PESSCL. The PDP was structured initially as a three-year development plan with recommendations to be 'self-reviewed' to 'outline the key achievements of the work undertaken each term' (PDM Toolkit, Section 2:12). To provide some context for the PDP, the first page of the PDP opens with a performance summary table mapping out the annual targets against the PSA milestones under the header 'What difference will we make for young people'.

Figure 10: Partnership Development Plan - Section 1

WHAT DIFFERENCE WILL WE MAKE FOR YOUNG PEOPLE

Please set your partnerships average participation targets, in relation to the PSA target	2005	2006 PSA target = 75%	2007	2008 PSA target = 85%	2009	2010 National ambition = all pupils
Ref: PESSCL survey Q1 & 2 1) What is the total curriculum time in minutes that all pupils in each year group spend taking part in PE in a typical week						
2) What is the total number of pupils in each year group who participate in at least 2 hours of high quality PE and out of hours school sport in a typical week						

Yet the focus, argued by participants in this study, was not on 'making a difference for young people', but was instead aligned to performance against the PSA target. The dominance of a performance culture was underpinned by the emphasis, and priority, placed on achieving the PSA target. Ethan discusses how as an SSCo, prior to becoming a PDM, the focus on data returned from the PESSCL results would determine his work programme;

> it was data, it was one of his responsibilities, so he was very much data focused, he would look at the PESSCL results the year before I was in post and then all our work was driven around those areas. (Ethan, EPDM7)

In the transition from PESSCL to PESSYP, the planning process underwent changes. PDMs were still required to submit development plans for their SSP, but the format changed to closely align the planning and monitoring to the school Self Evaluation Form (SEF). In changing to a format similar to school SEFs, the YST provided the following information to PDMs;

> As schools now operate successfully within a self-evaluation framework, … we recommend a similar process for the work of SSPs. Moving away from a heavily structured 3 year plan to a constant self-evaluation against the 5 hour target,… will ensure that SSPs are focused on delivery and not planning
>
> It is expected that you will review the document termly as it will be used by key partners as part of their work with you. There will be an assumption that the information viewed at any time will be current.
>
> If you fail to comply with these requirements, then funding may be withheld.
>
> <div align="right">(PEPD Guidance Notes, 2008:1)</div>

The withholding of partnership funds should PDMs not conform to this 'new' way of planning was a significant threat and thus the onus on PDMs to ensure that their documentation was current at all times was significant in determining their priorities. Earlier, I highlighted Tom's experience where it took him six months to construct his PDP. The new system involved regular updates to the PEPD. Although Tom does not discuss how long his PEPD took to produce, it was clear from the interviews that many PDMs found the constant self-evaluation time-consuming;

> It was an absolute nightmare in terms of administration for what it was and that took up a lot of time. So yes, like other PDMs I found myself bogged down continuing as more of an administrative role at times. (Paul, EPDM6)

As with its predecessor, the PEPD (Appendix 6) is divided into sections with targets (actual and predicted) heading the main sections. Tom refers to the targets and that he considered them to be;

a balancing [act], ensuring in the local area they saw the benefits of the programme but then at a national area to make sure we were hitting the targets.

Ethan considered how the targets were used to monitor his performance at the local level, based on the SSP performance in the annual national survey as well as proving his impact;

> I had performance management and two of those performance management targets were based on the data [annual national survey] and so we looked at the data, looked where the dips were and then we looked at putting in programmes to plug those dips (sic). (Ethan, EPDM7)

PDMs argued that, as PESSCL and PESSYP developed, more programmes and initiatives were introduced (see Chapter 6, section 6.4). Each programme and initiative needed to be monitored and evaluated, processes Marie considered were problematic at times, particularly when the type and detail of data collection required was communicated post-event;

> The monitoring and evaluating of everything..., you do your normal registers, normal ethnicities, boys, girls all of that sort of thing. And then they [YST] suddenly say we would like reports from all the parents that took part, or we'd like individually signed sheets from everybody or well we need all that at the beginning, or can you now tell us how many external partners you engaged with, with all their names and addresses and everything and you've like we got all that information. But it's nice to know at the beginning what you are going to be audited on and that didn't happen. Or you'd suddenly get an email saying that 'we need this today'. (Marie, EPDM4)

Interviewees identified how funds were often distributed with haste as I noted in the previous chapter, and here Marie highlights how the dissemination often took place before consideration of what data would need to be recorded. Interestingly, Marie claimed that the YST operated in a reactive environment where they secured funding and hastily constructed programmes for SSPs. Indeed, in recognising that the evaluative rules enable us to consider what counts as

legitimate knowledge in the SF, the dissemination of the programmes prior to the determination of the evaluative rules presented challenges for PDMs. The speed with which the YST disseminated information through the SSP network had unintended consequences in relation to monitoring and evaluation and on the work of PDMs who were required to gather data evidencing the impact of such programmes. In order to complete, and comply with, the reporting mechanisms aligned to both strategies for PESS, data overload emerged as a reoccurring theme across all layers of the SSP structure. In my interview, I noted that I had at least 18 different programmes running at one time and that in order to produce and supply the data required it was 'rare for me to even move out of the office'. In addition, highlighting the need to report on specific target groups, I outlined the increasing administrative demands placed on me over time;

> ...you have your PDM role with all the demands of the PDM plus you then, in order…probably from 2008 onwards it was rare for me to even move out of the office because I would be stuck in front of the screen reporting on one targeted group or another targeted group, one particular programme. I think at one point I must have had at least 18 different programmes running out of which were so many other clubs.[…]. Then you had all the other programmes to report on and it just became, it became *very* admin heavy. (Helen, SDPDM1)

Being 'stuck in front of the screen' limited the amount of time I had to work with schools. Similarly, Rob highlighted the impact of the changing nature of the SSCo role and the increasing amount of paperwork;

> …from having pretty much being able to deliver whatever I wanted and then had a more focused role, the role definitely changed. At the time, which would mean more paperwork.[…].So, it went from being a full on hands-on to more admin, I would say. (Rob, SSCo3, SSP1)

Rob highlights that the result of the increase in paperwork and administrative tasks was that the delivery of PESS had to be further devolved. Indeed there seemed to be some cynicism about the commitment to the delivery of data rather than a commitment to the delivery of high quality PESS. Andrew considers the

data-led approach did not influence the quality of PESS and that the evaluative rules ran the danger of reducing the implementation of PESSYP to a 'tick box exercise'.

> I just think that the PESSYP was more target-driven, in my view, there was just more standards to achieve, more, it was about the numbers. It talked about high-quality PE and school sport…some people saw it as a just a tick box exercise, achieve the numbers (sp) regardless of the high quality […]. Others played the numbers game and just got the bums on seats, got kids to take part and they were happy with that.[…].

The apparent cynicism that Andrew describes here towards high quality due to the focus on ticking the 'box' or getting 'bums on seats' is representative of the impact of the forms of evaluation that dominated the evaluation process. In the next section, I examine further how the form of the evaluation impacted on the realization of PESS in the SF.

In the introduction, I argued that the evaluative rules are a crucial characteristic in identifying pedagogical practice (Alves and Morais, 2008, 2012). This analysis suggests that the evaluation of PESS in this instance distracted individuals from pedagogic practice and instead reduced the role of many PDMs and SSCos to a pressurised administrative role, taking them out of the SF and into the office. In the evaluation of the SSPs, conducted by the IYS in 2005, it was recommended that PDMs should be more data-led. Instead, this analysis has highlighted that PDMs and other staff should perhaps have been more focused on the ID of PESS rather than the data. The cynicism and apathy expressed by a number of interviewees in describing how PESS was reduced to 'admin' 'stuck in front of a screen', 'more paperwork' and a 'tickbox exercise' represents how the form of evaluation of PESSYP in particular impacted on the individuals tasked with its realization. In the next section, I will examine directly the extent to which interviewees considered that the evaluation impacted on the quality of pedagogical practice of PESS.

7.1.2 Quantity first, quality after

The overarching purpose of the PESSCL was for young people to access two hours of *high quality* PESS, according to the PSA target. The focus on high quality was reiterated through messages about PESS communicated in part through materials produced in the RF. For example, the DCMS produced a number of supporting booklets for schools such as 'High quality PE and sport for young people: A guide to recognising and achieving high quality PE and sport in schools' (Department for Education and Skills, 2005) and 'Do you have high quality PE in your school?: A guide to self-evaluating and improving the quality of PE and school sport' (Department for Education and Skills, 2005). PDMs were provided with these booklets to distribute through their SSP, however, with the evaluating rules focused on quantity, the quality of provision was yet to be determined. These documents presented a list of 10 'high quality outcomes' that pupils should experience if the lesson/activity was to be considered as 'high quality'. These included: pupils showing a commitment to the subject, monitored through attendance; understanding the importance of PE for a healthy, active lifestyle; pupils showing a positive desire to improve and achieve as well as experiencing 'enjoyment'. The full list of the ten high quality outcomes is available as Appendix 7.

However the guidance, Kath considered, was different to the reality outlined by the YST;

> I can remember being told by [Youth Sport Trust] at one of the first meetings we went to, "We want quantity first and look at quality after". And we were told that, they'd probably deny it now, but that's what we were told. Because that was the big measurement, wasn't it, where they were getting all their money from. The Youth Sport Trust was saying, 'Quantity first, quality after'. (Kath, SSCo2, SSP1)

The 'quantity first' approach recalled by Kath contrasts with the PESSCL strategy, and supporting materials, proclaiming a government commitment to providing 'high quality physical education'. Focusing the evaluative attention on quantity relegated 'high quality' to a position of 'quality after' in the SF. Andrew

considered that his schools were working to increase numbers, but that there was a lack of understanding about how increasing participation improved assessment and learning;

> They understand that I go in, or the PE department are, working to increase numbers - to increase opportunities… if they had improved you know in terms of assessment and a sense of learning with different kids and so on. But actual understanding of what this programme [high quality physical education] is about, what it's connected to, not really. (Andrew, SSCo1, SSP2)

Jane concurred with Kath and Andrew's observations, and considered there was a lack of monitoring of the 'high quality' element, maybe because there was no way by which to measure this, except through the experience of students;

> …there is no one there pushing, pushing them to achieve and make sure high quality happens, who's monitoring it? Who's making sure it's going on? (Jane, SSCo2, SSP2)

Rob, an SSCo working within this SSP also recalled his experience of the process and his frustration at the validation consultants not having been involved in teaching physical education nor having experience of working in schools;

> Not one of them is a PE teacher, not one worked in a school. It doesn't mean anything, it should have been assessed more rigorously... I think that would have made the programme (short pause) more than worthwhile, because the lessons would have been assessed. If the PE lessons weren't good enough then something would have had to been done about it and they would have had to have been a re- Ofsted to make sure that things had been changed. *That* would have made all the difference. (Rob, SSCo, SSP1)

Interestingly Rob argued that an assessment of the quality of lessons would have made a significant difference to the programme and highlights that alignment to Ofsted would have impacted on the quality of the evaluation, because 'lessons would have been assessed' and not just a case of submitting data.

The focus on quantity versus high quality was also ambiguous in the annual national survey. Returning to early in this chapter where I presented the example

of 'what difference will we make to young people', the second question taken from the PESSCL questionnaire is presented: 'What is the total number of pupils in each year group who participate in at least 2 hours of high quality PE and out of hours school sport in a typical week?' The interpretation of 'high quality' PE is not interrogated as part of the annual national survey to understand how staff arrive at the answer to this question and thus the quality appears to be assumed and quantity becomes the focus of the survey thus supporting Kath's assertion that 'quantity first, quality after' was the dominant consideration.

In the introduction to this chapter, I highlighted how the evaluative rules underpin what is 'legitimate knowledge'. In the case of the annual national survey and the focus on percentages, legitimate knowledge was reduced to mere participation in PESS, a focus legitimated by the need for participation to be measured against the PSA target. The quality of physical education was not considered and so, arguably, in foregrounding such a performance measure, the focus of teachers was directed to counting 'bums on seats' as opposed the quality of teaching and learning within PESS. In the next section 7.2, I will consider in more detail how the strategies for PESS were realised in the SF, both in the provision of PESS opportunities and in the pedagogies of teachers in primary and secondary schools. In particular, I focus on the 'successes' of the strategies in impacting on the delivery of 'high quality physical education' in primary and secondary schools. Following on from this, I will examine the impact of the strategies through a consideration of the data presented in the national annual survey and the interviewees' perceptions of the reliability of such data.

7.2 The realization of high quality in primary and secondary physical education
In this section I examine the realization of PESSCL/PESSYP on both the social construction of PESS and on the constitutive pedagogies of teachers in primary and secondary schools. I consider the impact of PESS on teachers in the primary sector and on the increasingly prevalence of outsourcing PE to coaches. Furthermore, I examine the extra-curricular provision. Secondly, I consider

secondary physical education teachers' views on the impact of PESS on their teaching and pupils' learning.

7.2.1 Realization in the primary school

The PLTs involved in this study considered that programmes made available to them through PESSCL/PESSYP had a positive impact on the quality of their teaching. This reflects the findings of the Ofsted evaluations as well as the work of Smith and Leech (2010) and Williams and Cliffe (2011). Simon claimed that it provided him with a focus;

> I think with the PESSYP and the PESSCL that provided a focus for me in my teaching definitely which is a good thing. (Simon, PLT1, SSP1)

Emily noted a greater range of physical education equipment being used, but within her answer she expressed a hope that training filters down to staff beyond the assistance provided by the SSCo and the coaches to which PESS was outsourced;

> Yes, I think, definitely – you can tell by the PE cupboard, different things are being used. I don't want people coming in doing the same thing all the time… but we get coaches in… it's nice to have a School Sport Coordinator coming in and helping colleagues... you can bring the training back in and hopefully it filters down to the staff. (Emily, PLT)

Whilst the use of coaches had been advocated through the PESSCL strategy, within PESSYP this was reaffirmed through the investment in, and introduction of, the School Sport Coaches Programme. The School Sport Coaching programme was launched as a contributor to PESSYP in 2008. SSPs each received £21,500 per annum for three years in order to introduce coaches into schools particularly to develop school teams and competitive performance. This programme was launched to provide support for the development of competitive school sport and to provide for students identified as 'Gifted & Talented' through the engagement of registered and qualified coaches. PDMs recognised that the School Sport

Coaching programme was used to employ a significant number of coaches each year;

> So, we've got a whole pool of coaches now but they are all paid, they are all level 2, they are all CRB'd…,coaches went in and used the schools' equipment so we were cutting out the excuses they [teachers] could use. (Ethan, EPDM6)

Ethan highlights that he had a pool of coaches that he would use within schools, suggesting that the coaches were multiple in numbers. This extended the management role of the PDM beyond teachers. This also introduced another element to be considered in the social construction of PESS, as Ethan highlights that NGBs 'don't get' the educational context;

> I found a lot of the NGBs very blinkered and don't get what goes on in schools as much as they want to say… (Ethan, EPDM6)

Lisa and Marie similarly identify the significant number of coaches they managed;

> Loosely manage…take into account all the part time coaches, competition manager team you could say the network would probably be 50-60 people. (Lisa, SDPDM3)
>
> …at one point I had 25 staff I had to manage – community coaches. (Marie, EPDM4)

Jane argued that the use of coaches within schools was rare, prior to the establishment of the SSP. In contrast, at the time of the interview, she considered the use of coaches as an expectation within primary schools;

> …so many coaches now that come in that were never in existence before the partnership started... You wouldn't have a coach going in to a primary school and if it was it would be pretty irregular… Now, it's not a rarity its what happens it's what schools want and it's what they almost expect now, which is fantastic because they know they don't have the expertise to hold after school clubs which are good enough or quality assured enough therefore coaches are the one way forward. (Jane, SSCo, SSP2)

It is apparent that Jane believes primary schools recognised they did not have the 'expertise' in house. However, she suggests that she would use coaches to introduce new sports into the schools, rather than to increase the competitive provision of those sports already organised by schools. Interestingly, Jane also suggests that the PDMs' task in managing the coach provision made life easier for the PLT;

> I'd introduce sport, extra-curricular sports for example that perhaps haven't been identified for that particular school and get coaches in…. I'd introduce coaches into the school and talk to the PLT and I'd coordinate all of that and make sure that they come in…to make life a little bit easier, anything to make life easier for the PLT. (Jane, SSCo, SSP2)

The School Sport Coaching programme legitimised primary schools' use of coaches for extra-curricular activity. However, the interviewees highlighted how this programme also legitimised coaching within curriculum physical education, for example for swimming;

> Our swimming programme worked really well the last couple of years, we paid for an extra coach to be available to coach the lower ability group for every school at the local pool, and that's given those kids that probably wouldn't have got 25m[12], getting 25m, which is fantastic. (Mike, PDM5)

With the cessation of the programme in 2010, PDMs were already recognising the impact that the withdrawal of the coaching funding could potentially have on schools;

> I think the main impact is having the ability to find other pots of money to bring in these coaches. (Samantha, Head of Girls PE, SSP1)

Samantha considers that with the cessation of the School Sport Coaching Programme, she would in future be expected to fill the space left by the exodus of coaches;

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[12] National Curriculum – Swimming, requires all pupils on leaving primary school to be able to swim 25 meters unaided.

I think the main impact is having the ability to find other pots of money to bring in these coaches… I think the pressure is then on the department to deliver the extra coaching without the extra time that we need when we still have the pressures of a normal everyday job. (Samantha, Head of Girls PE, SSP1)

Furthermore, in discussing the impact of reduced coaching, Lisa considered that the impact of the decision taken in October 2010 to cease funding for SSPs schools in her partnership would probably result in the reduction of 'alternative sports and activities' and instead a return to the traditional 'main sports';

For my partnership the vast majority will be on the impact will be on reduced opportunities for young people through reduced money on coaches to introducing alternative sports and activities. Which PE teachers will go back to delivering their main sports or the sports they are accustomed to delivering and it won't be the more high risk sports or the individual sports because either the equipment costs are too high to carry on or they haven't got the expertise. (Lisa, SDPDM3)

Despite some uncertainty about whether the focus of the SSCP programme on the development of competitive sport was realised in schools, the increased outsourcing of school sport to coaches (a process legitimated and facilitated by the SSCP) resulted in a perceived improvement in the ability and skill of pupils as recognised by teachers in some secondary schools. However, returning to the earlier observations in this chapter, there were no formalised ways to measure improvement in the quality of pupil learning in PESS. Teachers instead used their own measurement based on their experience of working with students historically. Jay, a PE teacher at the Sports College discusses how over the period of PESSCL and PESSYP, he noticed a positive change in skills and knowledge of students transitioning from primary school.

…when they come in at Year 7 I think they have already got a much higher level of core skills, basic skills of what they're able to do and also more wide ranging.[…].they have got some knowledge, some understanding, they can link the skills maybe they have done in one sport to another. So I just think the general standard is higher and their awareness of what they can do is better as well. (Jay, PE Teacher)

In recognising both the increased prevalence of outsourced physical education in primary school, and indeed some interviewees' perceptions of improvements to children's skill and ability at Year 7 - it can be argued that PESSCL/PESSYP may have facilitated a positive impact on the learning of pupils in primary schools. Moreover, this anecdotal finding that pupils' skill and ability may have improved is despite the assertion by interviewees that quality was treated as an after-thought due to the focus of the evaluative rules being on the quantitative assessment of impact.

The overall policy was to improve the quantity and quality of PESS. PESSCL focused on the 11-16 age range, with PESSYP being extended to include students aged 16-19. The next section will consider the pursuit of 'high quality' PESS within the secondary school sector.

7.2.2 Realization in the secondary school

The teachers within this study were asked directly about the effect PESSCL/PESSYP had on their day-to-day teaching. Justin comments as follows;

> It's made me a more innovative teacher, to be able to step back now and be able to be a facilitator rather than just a teacher, to deliver aspects such as leadership, to have the physical resources of new build.[…].actually being able to offer new activities from extracurricular and being able to embed them in the curriculum. I think have allowed me to become a better practitioner.

As the Head of Department in a Specialist Sports College hosting a School Sport Partnership, Justin was able to access some of the YST training and materials as he temporarily undertook the duties of the Director of Sport. Justin highlights how these strategies offered access to an alternative pedagogy, facilitated learning and, through the provision of a wider range of activities have contributed to him becoming a 'better practitioner'. Other members of staff within his department did not share his viewpoint. Samantha, who worked alongside Justin and who had experience of being an SSCo six years prior to this interview, described her experience in stark contrast to Justin;

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> My day-to-day teaching, umm, very little. On a day-to-day basis in terms of what PESSYP would want from a school. I wouldn't say it would come into my thinking. (Samantha, Head of Girls PE)

It seems Justin experienced PESS differently to others in his school and perhaps that was linked to the training events and meetings he attended in his other roles. In comparing his experience of PESSCL and PESSYP with other Heads of Department in the same borough, it remains an anomaly as Christine and David failed to recognise their impact on the physical education practices in their department;

> Not massively… I don't think it had a massive impact on improving the quality of teaching and learning. (Christine, Head of Dept., SSP2)

David discusses his experience of the strategies and the initial impetus to change what he and his department were doing;

> ...new initiatives coming in and me being new Head of Department I wanted to make sure we are obviously following that sort of line, and we did try to change quite a lot of what we did and we taught (sp) outwitting lessons and as opposed to structured sports.... (David, Head of Dept., SSP1)

Despite David's assertion that he was responding to initiatives associated with the strategies, what is clear in his description is actually reference to the 2008 revised National Curriculum in Physical Education. Moreover, later, due to poor results in competition (traditional sports) he considers they have 'reverted back' to teaching through traditional games;

> now we've kind of reverted back to sort of teaching, obviously the outwitting skills, but through traditional games. …only really because we felt that, I mean, we do inter-form competitions at the end of every half term and we just felt that the standard of actually playing sport in those competitions went down…which is why we've kind of gone back to teaching actual skills within an activity or sport kind of lesson. (David, Head of Dept., SSP1)

This 'reverting back' to what David had done previously may be the reason why he considers that there was not any 'direct change' for him;

> I don't think there has been a direct change for me on the curriculum because of any of the PESSCL. (David, Head of Dept, SSP1)

Whilst participants did not consider there was an impact on their day-to-day teaching, in the interviews they highlighted a clear alignment of PESS with other discourses, such as health, competition and leadership;

> the improvement of health, the challenge both physically and cognitively that it offers you and well, your health stays with you forever so it's- I don't think any subject offers the range and development of the whole person that sport does. (Justin, Head of Dept., SSP1)

There was no indication that this alignment of discourses was related specifically to PESSCL and PESSYP, but to sport more generally. Indeed, physical education has long since laid claim to promoting and supporting 'lifelong participation in physical activity' (Kirk, 2005, p.239) and this is frequently identified as a core justification for physical education (Green, 1998, 2002, 2004). Therefore, it is perhaps not surprising some staff identified the relationship between physical education and health, citizenship and elite sport. In the previous chapter, I examined how PDMs drew on the discourse of health to engage Head teachers with PESS. This chapter suggests that teachers' practices were not transformed to align with such discourses. Although Justin draws on this language, there was no evidence that teacher practice in his department had changed to address such goals. Ethan, similarly, claimed that Head teachers 'liked the opportunities' in terms of performance sport, health and obesity, with no acknowledgement of a change in pedagogical practice;

> Secondary school Head teachers, errr, liked the opportunities that sports give them, like their teams doing well they see sport as competition…some Heads were bothered about health aspects, some Heads noticed it in this area obesity is a problem so they were interested in getting students more active. (Ethan, EPDM7)

Although I highlight here that there was little evidence of changing teaching practices to align with the discourses of individuals (and indeed earlier draw on Samantha who argued that PESSYP wouldn't 'come into her thinking' in relation to her teaching practice), it appeared that there was some contradictory evidence in relation to this. For example, Samantha discusses how she used a girls' project to engage students with physical education, but through a health focus rather than one on sport, and the resultant impact on the lesson form and content. Although she highlights that the programme was 'down to the teacher' and where she had 'gone with that', the project was funded through the SSP as part of the Big Lottery Fund KS4 girl's project that had run from 2006–2009 within SSP1;

> I think it's more of a … (short pause)… when students say 'oh I don't like PE' I say well you know you need to be active and healthy you need to be doing x amount of activity whether it's you know walking the dog or doing a general healthy lifestyle. We have done some workshops and things with girls in yr10 who are disaffected from PE so that they can get to understand that PE is not about just running round a field, it's about their overall health and how it can impact on their diet so we have done workshops with yr10 girls who really have brought into that and when they have come back into PE they have a bit more of an insight and a bit more understanding of why they need activity and I think that's down to the teacher in how they deliver it to that kind of age group. But health wise yeah that's kind of where, where as a teacher I've kind of gone with that really. (Samantha, Head of Girls PE, SSP1)

It is clear that Samantha had moved away from a traditional physical education programme for girls she considered 'disaffected from PE' to an approach that it wasn't about 'just running round a field'. The extent to which this can be attributed to PESSCL or PESSYP or the individual teacher is unclear.

There are other incidences where teachers recognise that they have adapted their practice to engage with other groups. Justin discusses his use of the opportunities provided through the strategies and the impact they had on PESS within the sports college;

> I think raising attainment and profile especially at lower levels I think working with disadvantaged groups not just disadvantaged but certain

minority groups and actually raising sporting profile within those but also giving a wider equality through both gender and ethnicity to girls, to boys, to minority sports, groups, religions etcetera. (Justin, Head of Dept. SSP1)

Christine, whilst she considered that the strategies had very little impact on 'teaching and learning', identified that the leadership strand did impact upon the activities offered as part of the physical education curriculum;

I guess it had an impact in a way in terms of not necessarily beginning it, cause we've always done leadership stuff here. But in encouraging sort of further development of that, to make it bigger and bigger and bigger. (Christine, Head of Dept., SSP2)

There is also recognition by SSCos that the leadership and Gifted and Talented (G&T) programmes were taken on and used in secondary schools;

I've got to say, some of the other stuff, the leadership programmes, some of that sort of stuff like G&T initiatives, awesome and probably world-leading. (Rob, SSCo3, SSP1)

Club links were probably (short pause) that was good to be included in, but that still needs, has got work to be done - that's work in progress, I would say. What else? (short pause) Leadership - that was a strand wasn't it? That's definitely worked well. (Emma, SSCo3, SSP2)

There is agreement, however, across the teacher interviews that the impact of PESSCL and PESSYP was that of supporting and, in most cases, achieving two hours on the curriculum;

One thing it eventually did, it took a long time here, was give us two hours of PE a week. That took a long long time to get that. (Christine, Head of Dept., SSP2)

Helen: … they [YST] are banding around 'high quality physical education' but what did that actually mean? what do you think that actually meant for schools?
Tom: What it meant for schools was trying to get two hours in the timetable.
Helen: So the quality was time?
Tom: The quality was time

The reduction in PESS from 'high quality physical education' to a quantifiable unit of measurement, which could be reported, was clearly evident it the interviews;

> …it was the quantity side that the SSCos were looking at and actually you shouldn't really be doing curriculum support. (Kath, SSCo, SSP1)

> So I think that was key, and I think curriculum time is the most valuable time we have, because, because it's where we have the captive audience and that's possibly where PESSCL got the time on the curriculum what it didn't necessarily do was address what was actually involved in the curriculum and how the curriculum was delivered, which I very much saw as something we were moving towards, or the more enlightened were moving towards. (Phillip, EPDM2)

> ...minutes more minutes and I think that's probably the only thing that you can honestly say has made a difference. (Andrew, SSCo)

With high quality being reduced to the time allocated on the curriculum, it is perhaps possible to see why some participants in the study argued that the impact on teacher practice was limited. However, what is evident, in this section is that there are contradictory descriptions of the impact of PESSCL and PESSYP on teaching and learning in secondary schools.

In these first two sections of this chapter, 7.1 and 7.2, I have looked at the final stage of the construction of the ID of PESS, examining how the ID was realised in the provision of PESS opportunities and in the pedagogies of teachers. Although my research questions did not focus on the impact of PESSCL/PESSYP on young people, what emerged from the interviews was concern about the reliability of the reported impact of the strategies, and in this final section, 7.3, I will examine this issue.

7.3 PSA 22: Achieving the targets?

In order to evidence the impact of the strategies, particularly against the PSA target, there needed to be a method by which all SSPs could produce and report their data. The annual national survey was the most significant performance management tool used by the YST, Government departments and the PDM. The survey, conducted by TNS[13], consisted of a series of questions to gather data predominantly focused on curriculum time for physical education and the percentage of children accessing 'two hours high quality PE every week'. This data however was used to report the success of the strategies in the media with the focus remaining on the quantity of PESS;

> Ministers have hailed an "extraordinary turnaround" in school sports as an official survey found the Government had hit its physical education target a year early. An aim to ensure 85% of youngsters get two hours of PE every week by 2008 has been met, according to the 2006/7 School Sport Survey. (The Metro, 15th October 2007)

The use of a professional research company to devise the questionnaire was deemed problematic by a number of interviewees. Rob recalls the verification meeting with TNS staff and the opportunity he had to question their process of constructing the questions;

> The only assessment they had was a survey that was put together by a company. I mean that meeting that we had, where he said, you know, "Who came up with the 9 fixtures and 12 fixtures?" "Oh, we sat in a room and came up with it". Not one of them is a PE teacher, not one worked in a school. It doesn't mean anything. (Rob, SSCo. SSP1)

The survey was the only way of monitoring school and SSP performance against PESSCL and PESSYP and their agreed outcomes (PSA targets) but, as Rob discusses, teachers were not part of the process of constructing it. The annual survey data was collected over the summer period May-June. During the data collection process, PDMs would be encouraged to perform their own crude data analysis in order to consider their areas of 'improvement' for the following

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[13] TNS, later TNS-BRMB, was the market research company contracted by the DfE/DCMS to conduct the annual survey.

academic year. The results of the annual survey were published the following autumn, normally around the same time as the YST-run School Sport Partnership Conference (October), usually amid significant media publicity.

7.3.1 Pressure to perform

The target-driven and pressurised nature of the evaluation process was highlighted by interviewees as significant in determining its impact. Interviewees recognised the existence of pressure to return data that reflected positively on the school and on the SSP. Lisa discusses her experience of trying to meet benchmarks during this process (PSA targets);

> Probably more so with PESSYP than with PESSCL, because I think to start with, with PESSCL there wasn't the pressure on national yearly, annual targets. That benchmark wasn't there. The benchmark only came in when it was 75% or something, I can't remember what year that was, obviously in the first couple of years then it existed but I don't believe there was a benchmark there was no 'you must get'. I remember the year it came in it's like "you must get, x number of children must get 75%" and then the year after "we are heading for 85% but everyone must have at least 75%. (Lisa, SDPDM3)

Noteworthy in Lisa's response is the use of the word 'must' which appears twice in the last sentence referring to the 'year it came in'. The use of this language again highlights the performative culture where individuals experienced pressure to perform in relation to the annual national survey, given this data was used by government to measure the success not only of the strategies but also of the YST as programme managers. The YST cultivated an environment in which data became evidence of success, and in doing so, created a pressure to perform. In recognising the alignment of performance to perceived success of the PDM as well as the SSP there is, within the data, continual reference to 'pressure'.

Andrew (SSCo) also understood that he operated under pressure, although for him the pressure was to actually go into schools and deliver programmes to reach the numerical targets in contrast to Rob's experience as presented earlier in the

chapter. Interestingly, Andrew considers he would 'toe the line' to a certain extent but that he did not expect the teachers to comply with this pressurised target-driven culture;

> I felt sometimes it was a lot of pressure on me to go and deliver in my schools. We would toe the line where possible but I wasn't going to put pressure on my people in the schools. (Andrew, SSCo, SSP2)

In the interviews, numerous SSCos and PDMs highlighted that the pressure emanated from 'above'. During the interviews, not all interviewees identified who the 'above' was explicitly, although at the time I noted in my field diary that I believed that he was referring to the YST, perhaps due to our shared experiences and thus our co-construction of reality;

> [The] pressure's on from above, but I feel there's been pressure… probably was in terms of, well you can't obviously force PLTs …. you could actually say… it's [annual national survey results] going to be really low and Head teachers don't want to asking 'why are we the lowest school?'. (Will, SSCo, SSP2)

Moreover, Will concurs with Andrew's observation, in that Will considers he couldn't 'force PLTs'. However, he goes on to describe his attempts to influence, and perhaps even pressure PLTs to improve their results, making reference to the potential reaction of Head teachers to low results in the annual survey. Within schools, Heads of [PE] Department also recognised being under pressure from the Head teacher to return data that reflected positively on the school;

> I think you feel the pressure, because you've got to report it. If you're not making the grade in your school against those facts and figures, the last thing you want is the Head or someone else seeing it and breathing down your neck. (Christine, Head of PE Department, SSP2)

> …at times there were questions raised if you weren't hitting certain targets and why you weren't hitting them when other schools were. My line manager would also have the data and then the next stage

would be the Head teacher having the data. Though there wasn't
overt pressure from the Head teacher but when you know that these
figures are in the public domain and as Head of Department the
buck stops with you about what's going on, management will ask.
(Justin, Head of PE Department, SSP1)

In highlighting a perceived pressure from line managers and Head teachers, the
Heads of Department identified that the evaluation figures were examined at a
local level and that the physical education department were held accountable
based on performance in reaching the PSA target for the PESS strategies. This is
particularly interesting given my discussion in section 7.2.2, that many secondary
physical education teachers felt that the strategies had little impact on their
teaching practice.

At the same time, not all individuals perceived the target-driven culture as
problematic. Lisa identified that such data is important, given the significant
investment of public funds;

That was what the government was driving it for. At the end of the
day, if you set, as a government and, I still believe this, you set a
target and you want something to be done and that's the way you
see it being delivered or that's a key marker. You want something
back for your money. With public money, there should be some
accountability. (Lisa, SDPDM3)

However, in acknowledging the importance of accountability, it is concerning that
a number of PDMs reported that they perceived not only a pressure to reach the
targets, but in some cases, pressure to 'fiddle the stats' as I consider in the next
section.

7.3.2 A question of reliability

Paul (EPDM) was not based in a school and was instead located within a local
authority. In an interview he recounted how his management team sometimes
requested dishonest practices;

> …there were one or two serious issues I had and sort of conflicts
> with senior managers where I was literally asked to fiddle the stats,
> there was this sort of pre-occupation with in terms of statistical
> neighbours, what our neighbouring boroughs are doing. (Paul,
> EPDM6)

This pressure to report and the publication of results introduced an element of competition, particularly as the performances of SSPs were published each year. Thus, for SSPs that wanted to be considered as 'high performing' as well as schools wanting to outperform others in their locality, the annual reports became a focus;

> I think the programme was possibly, possibly, too target-focused
> and too competitive. So people were chasing numbers rather than
> creating a strategy for school sport that would be sustainable once
> the money and that strategy finished. (Philip, EPDM2)

> Do people chase numbers? some people do, some people don't, but
> I think everyone has been made to, a little bit. Myself included. But
> I think I have honestly chased them where I can still sleep at night
> (laughs). You know, where I've still got a principle behind why I
> have been doing things. (Lisa, SDPDM3)

Lisa highlighted how she believed everyone had been either been forced to or felt compelled to chase numbers. The manner in which individuals 'chased numbers' seemed to vary. Indeed, Lisa described how she conducted short-term events and one-day festivals during the evaluation period purely to provide numbers and data regarding pupil participants that could be used in the completion of the annual national survey. Although she recognised her complicity in the process, by increasing or as she described it, the 'bumping up' of numbers, Lisa clarified that she had only done this to the extent to which she was comfortable with, to a point where she 'can still sleep at night'. Lisa was not alone in describing one-off events designed to increase participation figures. Paul considered that he was aware of other SSPs inflating figures and identified the short-term approach as 'comical';

I know other partnerships where people said you know possibly bumped up or rounded up figures but what's the point, the figures are what they are, really, why do you want to bump them up or introduce mickey mouse programmes short term programmes which bumps up your programme and the following year goes down again?. I didn't really see the point in that really. (Paul, EPDM6)

Although such practices may skew the data, there were nevertheless young people engaged in these activities during the period of the evaluation. Perhaps more concerning was the accusation by a number of staff that they knew of others who were fabricating data. Through the interviews, some staff highlighted that rather than undertake the arguably arduous data collection process, they 'made up' data;

A lot of schools I know made up results so I would question the accuracy of them. I know for a fact there were two or three schools the year before last who hadn't done it [the annual national survey] by the deadline so I phoned them up and they copied and pasted the results from the previous year into this year's one, so it just invalidates all of the results. (Mike, EPDM5)

[…]. there are some schools that we know made up figures. […] The ones that lie about it, I think they lie about it because they feel that they've got to look good to achieve an award that might get them extra funding, or healthy school status, if they have an activemark, or something like that.[…]. (Rob, SSCo, SSP1)

Whilst I do accept that the recollections of Mike and Rob are not evidence of what happened across the SSP network, I also accept that as a PDM I equally lacked confidence in the accuracy of all of the data reported to me. Furthermore, in my field diary I noted my scepticism about the results posted by some of the interviewees in this study. Indeed, I was not alone in my scepticism as a number of teachers within this study reported their concerns about the validity of the data-collection process. Interestingly, however, each accuses the other of over-reporting, of lying, whilst claiming that they themselves were honest;

I think they'd be lying. I remember when we got our first round of results, and we looked. And we'd be like, "What? They never got that, you must be joking." Because you know what schools are like, and you know how many times they ring up and cancel a fixture

> with you, and stuff like that. So you knew, if they said that they
> had 90% of kids doing clubs, that they're absolutely not, you are so
> lying. (Christine, Head of Dept, SSP2)

Although acknowledging that this sample is not representative of the entire country, these findings do call into question the accuracy of all of the data produced by agents in the SF, and inevitably raises doubts about the apparent success of the strategies as measured by the official evaluation studies against the PSA target.

To understand why PDMs and other agents in the SF such as Heads of Department apparently had so little faith in the accuracy of other SSPs data, or felt compelled to 'bump up' their own survey results, it is important to understand the role of agents and agencies within the RF and management of the evaluative process. It is to these issues that I now turn.

7.3.4 The complicity of recontextualising agents

As I identify earlier, many interviewees highlighted the pressure to return the figures originated from above, most significantly with the YST.

> I feel the Youth Sport Trust were chasing the numbers. (Kath,
> SSCo, SSP1)

> There were targets from the Youth Sport Trust. (Will, SSCo, SSP2)

Andrew, unlike many of the SSCos, had regular contact with the YST as he also delivered their training courses to primary teachers. He acknowledges that schools manipulated figures, and it wasn't 'a secret', an issue he raised with the YST;

> As you say they put figures in for year one and when it came to
> year two, they're bottom of the pile or not where they possibly
> should be, manipulated the figures. And that's not a secret, many
> schools have done that, it's a thing that we talked about with the
> Trust, how can you prove that those figures are actually accurate,
> you know. (Andrew, SSCo, SSP2)

Acknowledging that whilst the methods of collection and reporting data could be questionable, Andrew suggests it was better for the YST and ultimately for PESSCL/PESSYP to allow the over-reporting of participation to continue in order to support the investment of funds into the programme;

> …in a sense [I'm] glad they did, you know someone had to do it and the Sue Campbell's of this world and the time that they would spend on getting this set up and getting the funding, you know, absolutely brilliant can't fault that at all… (Andrew, SSCo1, SSP2)

Although the focus on ensuring that the PSA target was met was paramount in the planning of the YST, arguably, the accuracy of the data was not the YSTs' responsibility. The annual national survey, as mentioned earlier, was conducted by TNS (later TNS-BRMB) and thus, they had the responsibility to ensure that the data being returned by schools was trustworthy. Yet participants argued that the structures for monitoring this process were 'low risk' in terms of being caught providing inaccurate or falsified data through the validation process and perhaps this monitoring process helped shape the evaluative environment;

> …. who wouldn't in a way if it was that easy and even though there was monitoring, or course there was monitoring, they would come in but 1 in 20 being monitored if even that actually so therefore the likelihood of being monitored was pretty small to be honest so the risk was worth it for some of them to get the kudos associated with getting high figures. (Emma, SSCo3, SSP2)

The validation process involved 20 SSPs being chosen, at random, for a visit from the research company. My own experience of the validation process happened in my second year as a PDM. Ten schools were selected but only seven of these schools had to pass the process in order that the results submitted for that partnership were validated. The chance of 'getting caught' was minimal and worth the risk according to interviewees. One of my schools 'failed'[14] the validation but

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[14] As part of the validation process, schools were required to bring all their evidence used to complete the annual national survey. This evidence could include class registers, competition registers, copies of the curriculum, copies of any coaching company contracts and any systems used by schools to capture data. Validation staff would go through each question on the survey and ask the school representative to show how the data on their registers complied with the figures they had submitted.

there were no recommendations for action and, in this case, the school was not informed of their 'failure' as, overall, the SSP had passed the inspection. In my experience, schools were provided with four weeks' notice of the validation process. Even for schools that were considered to have provided 'questionable' data, the time between being informed of the validation visit and the visit itself (a timescale of about 4 – 6 weeks) was perceived by PDMs to provide enough time to enable schools to construct their registers if required. Thus, the validation process presented schools with a low-risk opportunity that enabled them to achieve the quality standard for PESSCL/PESSYP as well as portray the teachers involved as performing against PSA22.

7.4 Conclusion

In this final results chapter, I have considered the role of the evaluative rules in the social construction of the ID of PESS, and have also examined the realization of PESSCL/PESSYP in the pedagogy of PESS in both primary and secondary schools thus addressing my third research question. Whilst the strategies for PESS provided an opportunity to 'maximize the quality, quantity and coherence of youth sport and PE opportunities' (Flintoff 2003, p.231), I argue that the evaluative rules limited this opportunity by placing the evaluative attention on quantitative measures of participation. Furthermore, I argue that as the strategies developed over time the 'quality' component was deprioritised. Quantity dominated, and the strategies were condensed to a series of percentages to be achieved through performance management frameworks with accountability assigned to the YST.

The strategies for PESS advocated 'high quality physical education' yet teachers, in the secondary schools, did not consider the strategies to have any direct discernible effect on their teaching. Whilst acknowledging that some strands of PESSCL and PESSYP 'fitted' their current practice, there was little evidence of changes in pedagogical practices to reflect the discourses of health, leadership or elite development that were inherent in the policies and strategies. Furthermore,

evidence of an improvement in teaching standards was scant in secondary schools, and we might wonder when in a 'quality after' approach, how and when quality would have been addressed. Participants in this study remained focused on quantity with quality remaining in the background, and conclude that what the strategies for PESS achieved was 'time on the curriculum'. Whilst success was proclaimed, in reality there was very little change to, nor enhancement of, teaching, learning and curriculum within schools. However, the data was somewhat contradictory in this respect. Examples of changing practice were reported by some, and although not attributed to PESSCL/ PESSYP, in one example the project was funded through the SSP. Interviewees, however, reported that such practices were 'down to the teacher' or something 'the enlightened were moving towards'. Determining causal relationship between PESSCL/PESSYP and innovative practice is thus not possible.

The themes that have arisen from the data in this chapter that are gathered predominantly from the secondary school, concurs with the recent investigation conducted in the primary school environment by Smith and Leech (2010), including the question of reliability with regards to the published results of the annual national survey.

The focus on the reliability of the data in this chapter emerged from analysis of the data. The reporting on evaluative processes is important given that participants in this study reported feeling under pressure to 'perform' (in terms of year-on-year improvements of quantities of pupil participation) from school management, local education authorities and the YST, which may have been in part responsible for the alleged inaccuracy of the data. Operationally, SSPs functioned within frameworks and procedures normally associated with New Managerialism, with reporting of data, performance against targets, on-going monitoring and evaluation as well as a degree of competition between SSPs and schools, entering the process. As I have discussed, many teachers believed that the pressure to compete with other schools' participation figures resulted in schools allegedly falsifying their data. Indeed, some interviewees provided a moral justification for this alleged manipulation of data related to the preservation of funding for the

programme and for the good of PESS. Whilst some participants claimed the YST was aware of such practices, I recognise that this was not directly within their remit. The validation process did not identify any issues in relation to the accuracy of the data. Indeed, when the validation process was discussed, participants highlighted the ease with which they could overcome the validation conditions that should have ensured the reliability of the impact data.

This chapter confirms the work already undertaken in the field in relation to the limited impact of innovation on the teaching practices in the secondary field of physical education, and again highlights the resistance of the subject to change, despite the significant funding received. The chapter extends the findings in investigating how the ID of PESS was constructed and realised in the SF, and the role of the evaluative rules in determining what counts as legitimate knowledge in PESS. The reduction of the success criteria, through the evaluative rules, to a 'tick box exercise' of 'bums on seats' ultimately determined how the strategies were translated and realized, or not, into teacher practice. That PESSCL/PESSYP could be hailed as a success in the media without limited change to teaching and learning is ironic.

CHAPTER EIGHT

DISCUSSION AND CONCLUSION

This thesis has built up a picture of the complex and multi-layered processes involved in the social construction of the PESS strategies over the last decade. Moreover, I have attempted to trace the transmission and realization of the ID of PESS in Bernstein's secondary field of knowledge reproduction. Over the three results chapters I have attempted to address my research questions, which I reiterate here;

1) How is the Partnership Development Manager (PDM) positioned in relation to the development of a School Sport Partnership?

2) What were the processes of transmission and transformation of PESS in the space at the interface between the RF/SF and how were these influenced by the staffing structure of the SSP?

3) What role did the evaluative rules play in the realization of PESS?

4) How have PESSCL and PESSYP impacted the pedagogy of PESS in selected SSPs?

This final chapter looks to draw conclusions from the three results chapters, reflecting on the experiences of participants involved in this study. I consider the factors that impacted on whether the PESSCL and PESSYP succeeded in realising change in teachers' pedagogical practices and the provision of high quality PESS.

8.1 Positioning the PDM

The positioning of the PDM is important to this study. In Chapter Five, I outlined the manner in which PDMs positioned themselves and were positioned by others whilst operating in multiple storylines at any given point in time, drawing on the concept of social positioning in the work of Davies and Harré (1990). Indeed, given that the development of the SSP programme sought to bring a closer alignment between education and sport through PESSCL and PESSYP, the significance PDMs attached to their professional background in Sport Development or Education is perhaps to be expected. However, the influence of professional background on their alignment with agents in the RF (primarily the YST) and SF (primarily SSCos and Head teachers) was unanticipated. The positioning of PDMs was highlighted in the tensions related to the line management of their work. Although the official diagrammatic representation of the SSP programme places the PDM at the heart of the SSP, and indeed the contractual nature of the job was typically to a school or local education authority, the YST played a significant part in the management of their work. Consequently, I argue that the uniqueness of the PDM job was due to a lack of clarity about to whom the PDM was accountable, and that this may have played a part in the disparate positioning of the PDM by interviewees. I argue that in reality, the PDM was not placed at the heart of the SSP in the SF but was instead positioned by themselves and others in a way that seemed to be between the RF and SF, in a position that oscillated between working with secondary/primary schools and agencies in the ORF. Moreover, it was clear that individuals had particular affiliations to each field (the RF and the SF) and perceived that their professional background facilitated them in working with others in the respective fields by virtue of their familiarity with the language of education or sport development. Thus I maintain that the PDM was positioned by the language, knowledge and skill requirements of the job. For some PDMs, the dual nature of this work was, at times, difficult and their experiences illustrate how existing in the space at the interface between the RF and the SF, sometimes simultaneously, offered considerable challenges.

Increasingly, there was recognition by the PDMs that the job required them to be able to work with a range of 'external' partners, and that PDMs needed to be able to communicate with a variety of agents and agencies if they were to enact the requirements of PESSCL and PESSYP. These strategies for PESS aimed to underpin partnership working, bringing together multiple partners, agendas and *modus operandi* as well as a multitude of discourses, discursive practices and languages. Thus it is not surprising that the interface between the RF and SF has the potential to be occupied by new agents, such as the PDM, as government policies sought to implement school-focused initiatives through the use of a partnership approach.

The resources provided by the YST, such as the PDM toolkit, immediately introduced the PDM to the language of New Managerialism. The need to audit current provision of PESS and the creation of a three-year development plan required performance to be managed through successful attainment of the PSA target. The YST 'pulled' PDMs into the space between the RF and the SF through their training programme and resources, but also with their requirements that PDMs must gather information to inform their development of programmes and initiatives and to secure their funding. The PDM, I argue, was used by the YST as a way of accessing schools as well as enabling the YST to investigate how PESSCL and PESSYP were being realized through the monitoring of SSP and school performance against the PSA target. Knowledge accumulated by PDMs was gathered by the YST in support of their claim to be 'seeking best practice to transform school sport' (YST, 2012). In the positioning of the PDM in the space at the interface between the RF and the SF, the YST had ease of access to information regarding how the multiple programmes and initiatives were being realized in schools.

In determining this position, I considered Davies and Harré (1999) and their notion that people can be positioned in how they think about themselves and through experience. In contrast to the notion of role, the concept of position is not fixed but fluid, enabling 'discourse shifts and their positions within varying storylines (to be) taken up' (Davis, 2000, p.102) and, as such, a person can have

'many possible coherent selves'. Applying this concept of positioning in this study allows us to consider the storylines within which PDMs acquire 'beliefs about themselves', and the multi-layered positioning straddling both the SF and RF and the fields of education and sport.

Considering positioning of the agents/agencies and individuals within the pedagogic device allows this study to consider the 'discursive practices' and participants' negotiations of their (new) position (Davies, 2000, p.105). The pedagogical device, discussed in chapter three, provides this study with a means for considering the positioning of the PDM in relation to the RF and SF, the fields that Bernstein identifies as the constituent parts of the pedagogic device illustrated in Figure 3. Furthermore, the location of the PDM in relation to the pedagogic device is crucial in understanding the transmission of messages about the ID of PESS as these messages moved from the YST and through the spine and branches of the SSPs.

8.2 The transmission pathway, transformation and the opportunity for slippage
Through the positioning of the PDM in the space at the interface between the RF and SF, the PDM is identified as the conduit between the two fields. More importantly, the agents and agencies identified in the ORF, most significantly the YST, were identified as responsible for the construction and subsequent management and implementation of PESSCL and PESSYP. This study recognises the PDM involvement in the social construction of PESS through the transmission and transformation of messages about the ID of PESS. The complexity of the flow of information, the relationships between identified agents, agencies and individuals, and the strength of the transmission has been constructed and presented in the transmission model (Figure 7). This model tries to articulate the multiple pathways in which messages about PESS were transmitted, particularly in the journey out of the RF, across the interface and into the SF. In particular, I recognise the involvement of PDMs in the dissemination of programme materials and identify an active selection and transformation process. Interviewees highlighted that these processes, undertaken by PDMs and SSCos, were

conducted in order to solicit the support of schools for PESS and were enabled through the inclusion of 'local context', enabling PDMs and SSCos to make selective decisions based on the perceived need of their schools. Marie (PDM4) suggested that there was a pressure to say 'yes' to the plethora of programmes and initiatives initially, rather than be known as a PDM who 'said no'. However, it appears that the Programme Access Window implemented with PESSYP facilitated the PDMs' ability to be even more selective of which elements of the strategies for PESS they would implement.

In applying local context (what PDMs in this study referred to as 'local call') the transformation process was identified as central to making PESSCL and PESSYP 'fit'. The PDMs and SSCos variously described transforming programmes to embed the discourses of health, citizenship and academic achievement, to win support from Head teachers and gain access to their schools. Furthermore, they highlighted how programmes they had selected were made to fit with current practice and thus the study considers that there is a normalization of the innovative idea (Kirk, 2011) of PESSCL/ PESSYP. Such practices arguably limited the opportunity for pedagogical change.

Through these processes, PDMs, SSCOs and teachers were involved in socially constructing the ID of PESS, thus supporting Rizvi and Kemmis's (1987) notion of 'interpretations of interpretations'. But the social construction of the ID also happens as ideas, concepts and practices are used by agents in different settings (Guile and Ahamed, 2011). Positioning the PDM in the space at the interface of the RF and SF, together with the flexibility provided by applying local call, provided opportunities for multiple interpretations or slippage to exist. Although, through the evaluative rules, attempts to restrict the parameters of these interpretations by assigning specific, quantitative, monitoring and reporting methods were made, the number of stages in the transmission pathway offered multiple opportunities for slippage. Indeed the transmission pathway (Figure 8) identifies a number of pathways of varying strength. Despite the opportunities for transmission offered by the SSP structure, Chapter Six highlighted the comparable

opportunities for slippage and the return of the system to a normalized, business-as-usual state (see Macdonald, 2003).

8.3 The challenge of innovation

The investment of £2.4bn into PESSCL and PESSYP was aimed at 'Giving school children a choice of activities and ensuring they have high quality teaching' (Department of Culture, Media and Sport & Strategy Unit, 2002), supported by policies, initiatives, and programmes as well as an infrastructure to support long-term change. Thus, the investment into PESS (2003-2010) was significant, yet research examining the strategies suggests that change through innovation was poor, and physical education continues to be considered marginalised within school provision and indeed within education policy more broadly (Houlihan and Green, 2006; Green, 2008; Flintoff et al., 2011;Penney, 2012). It is concerning, if perhaps not surprising, that pedagogical practice remained resilient to any significant change. In this section, I will consider my findings in relation to physical education specifically as the strategies focused on providing high quality physical education as well as school sport.

8.3.1 PESS strategies: an absence of physical 'education'

The evaluative rules in the pedagogic device, constructed in the RF, determine what is legitimate knowledge as the ID of PESS is realised in the SF. I argued in Chapter Seven that the evaluative rules of the pedagogic device, primarily the PSA target, reduced the realization of PESS to a range of quantitative measurements and, in doing so, arguably undermined the ambition to provide high quality physical education. Even though high quality physical education is directly referenced in the PSA target, the annual national survey provided no means of capturing data to measure, and report on, high *quality*. Although the evaluations undertaken by Ofsted concluded that PESSCL/PESSYP had a positive effect on schools, teachers in this study provide a different experience, reporting that during their Ofsted inspections it was rare that the inspectors gave their

subject any attention; some even reporting that as long as they see students out on the fields appearing 'busy, happy, good' (Placek, 1983) then the lesson was rated as 'good'. Furthermore, the PLTs discussed the dismissive nature of the Ofsted inspection towards physical education, with Emily reflecting on her experience;

> Ofsted did us no favours; we had one line in the report about the children being engaged and enjoying themselves (Emily, PLT, SSP1).

In discussing the 'quantity first, quality after' approach, PDMs and SSCos in this study agreed that 'quality' could have been measured rigorously. Schools placed more importance on their Ofsted evaluations than the annual national survey. SSCos in particular saw Ofsted as the solution to ensuring that two hours of high quality physical education would have been implemented in schools rather than the results of the annual survey.

Furthermore, with such a focus placed on percentages and numbers, as opposed to quality, it was not surprising that this study discusses the 'pressure' on PDMs to 'chase numbers'. In creating an environment that equated high quality physical education to numbers of participants and time on the curriculum, opportunities for the over-reporting or even manipulation of data were identified. PDMs discuss that it was almost 'expected' as 'you want something back for your money… There needed to be some accountability' (Lisa, PDM). Although recognising that individuals were held accountable for returning evaluation data, the analysis highlighted that little accountability for the quality of implementation was placed on the PDM, SSCos and teachers.

PDMs claimed that schools had been left to decide how to deliver the national curriculum alongside their interpretation of 'high quality' physical education. Some teachers reported that they took their advice on this from AfPE, while few suggested that PESSCL/PESSYP influenced their pedagogical practice. My study discusses the need for PDMs to be able to operate in, and be positioned within, multiple storylines (Davis and Harré, 1990). That PDMs were required to operate

in a culture of New Managerialism and to converse in a language of audits, outputs, outcomes, performance and monitoring, and not a language of pedagogy, may have combined to alienate teachers from the PESSCL/PESSYP. Elmore (2004) suggests teachers do not make the connection between policy 'big ideas' and the 'fine grains of practice', which are needed if there is going to be any change in practice. It may also be that within the 'crowded policy space' of PESS (Houlihan, 2000), teachers were confused by the sheer number of education policies and initiatives they were expected to deliver, as well as the confusion caused when policy outcomes seem to either overlap or even contradict each other. Thus it could be assumed that for some teachers, it was easier to ignore the policy altogether rather than attempt to change their practice each time a new policy, programme or initiative was introduced into schools.

I am not disputing that innovation did not happen in schools, since there are many 'best practice' publications produced by the YST as well as first-hand experience of teachers teaching in innovative ways within schools. However, the link between innovation and PESSCL/PESSYP does not appear to be straightforward. Interviewees argued that there were many initiatives and programmes run within the SSPs, but these were fuelled by the need to 'chase numbers' and generate income rather than bring about any long-term change in pedagogical practice. In the case of PESSCL and PESSYP I argue that although innovation was present, change could be short term and often unsustainable.

The minority of teachers in this study who tried to change pedagogy and practice reported that they reverted to traditional sports and teaching and the need to succeed in 'traditional' sporting competitions. Furthermore, the individual teacher, rather than the strategies *per se* ,were deemed central to the change in practice. However, there is some evidence that the strategies may have opened opportunities for innovative or enterprising teachers. In primary schools, outsourced personnel such as coaches were perceived to provide 'high quality' lessons, again with little apparent evaluation of the quality of the provision or definition of what quality was.

The YST 'quantity first, quality after' approach contributed to a shift away from providing students with a physical 'education' towards a defined form of 'legitimate knowledge' being reduced to the percentage of students participating in sport. This study highlights that, over ten years, the opportunity to bring about change in physical education pedagogy was lost, in part due to the ID of PESS being made to 'fit' current practice by the PDMs, SSCos and teachers themselves. Physical education continued to support the dominant and 'change resistant' form of the subject, physical-education-as-sport-techniques (Kirk, 2010).

Within the literature review, I considered innovation and change as separate; that innovation does not necessarily result in change and vice versa. Within schools, more so primary schools, a reliance on SSCos, coaches (SSP) and 'outside providers' (not supplied by the SSP) was created. In this case, 'change' in pedagogy is focused on the outsourcing of physical education (Williams *et al*, 2011; Petrie and Penney, 2012), particularly in primary schools, less so in secondary schools, and this has apparently become acceptable practice within the primary school sector. The Primary Link Teachers involved in this study argued that, even though two were physical education trained, they saw the SSCo and coaches as the 'specialists' and able to deliver 'high quality' sessions for their pupils, an issue I return to in the next section.

8.3.2 Legitimatising the outsourcing of PESS
Smith and Leech (2010) argued that primary schools were the major beneficiaries of PESSCL and PESSYP. The extent to which my analysis supports this contention is questionable. In Chapter Seven, I discuss PESSYP and the introduction of coaches into schools. Outsourcing is not a phenomenon that has emerged as a product of PESSCL and PESSYP; it is not, in other words, unique to the UK, but has also become a focus of research studies within physical education in both Australia (Williams *et al*, 2011) and New Zealand (Penney et al., 2012). However, data suggested that PDMs and SSCos often supported the use of coaches in primary PESS, and indeed this was funded through the strategies, in

particular the School Sport Coaching programme. The encouragement of outsourcing for PESS resulted - particularly in primary schools - in the perpetuation of the belief that primary school teachers do not have the 'specialist' skills necessary to teach physical education, and that high quality PESS could only be implemented through outsourcing as opposed to investing in teacher CPD.

CPD for primary generalist teachers was facilitated by the 'PLT funding'. This payment to primary schools facilitated the release of the PLT to attend CPD events 12 days per year. The CPD model relating to 12 days tended to be based on the traditional one-day courses delivered offsite, and unrelated prior professional learning (Armour and Makopoulou, 2012). On return, PLTs were considered to be able to 'cascade' their learning to other teachers within the school. In this study, the possibilities for dissemination of CPD training to peers were reported to be limited, due in part to focus on maths and literacy in a number of the schools. Employing a method of 'cascade' training, whereby one teacher would be expected to attend, learn and then return to their schools to implement what they had learnt, was identified as being rarely successful in practice (Armour and Duncombe, 2004; Armour and Makopoulou, 2012). Thus, the impact of PESSCL and PESSYP on the teaching and confidence of generalist primary school teachers to teach physical education remained an issue throughout the implementation of the strategies (Morgan and Bourke, 2008; Blair and Capel, 2011) and perpetuated the perception of a need to have 'specialist' coaches come into the school. Within *Learning through PE and Sport: A guide to the PE, School Sport and Club Links Strategy,* the 'possibility of coaches taking on activities currently undertaken by teachers' was 'explicitly recognised' (Department for Education and Employment & Department for Culture, Media and Sport, 2003, p.15). The practice of employing coaches to take on activities typically undertaken by teachers has been extensively researched and acknowledged as a potential solution to the issue of primary teachers receiving little physical education ITT. Nevertheless, as Carney and Howells (2008, p.3) argue, 'coaches with sport specific knowledge, but without an educational background, are not the answer'. In failing to address the underlying issue in relation to the preparedness of primary educators to teach

physical education, I contend that primary schools are perhaps not the major beneficiaries that Smith and Leech (2010) claimed they were.

8.4 The evaluative rules: Accountability and reliability

In my analysis, I highlight that the question of accountability in relation to PESS is multi-layered with teachers, SSCos and PDMs all reporting pressure to report positively against PSA 22. The analysis suggested that pressure was perceived 'from above', that is from senior management for the provision of physical education within their school, and from the YST for the submission of data that reflected well the level of activity within their SSP, measured against the PSA target.

In the context of the secondary schools that participated in this study, whilst conducting the initial analysis of the teacher (Heads of Department) data, it appeared that they perceived a broadening of their responsibility from physical education to PESS. It was apparent that the Heads of Department were being tasked with achieving the policy outcomes of PESSCL and PESSYP (Houlihan and Green, 2006; Ball et al., 2012) defined, not through the quality of provision, but through the results of the Annual National Survey. The irony of holding staff accountable for the impact of PESSCL/PESSYP while they simultaneously reported that these strategies 'didn't come into their thinking' and that, moreover, they were, in reality, focused on primary rather than secondary schools, is notable. In addition, that they felt responsible is concerning, while the analysis highlighted a lack of teacher understanding of the policy. No teachers were able to recall the 'strands' of PESSCL or PESSYP or indeed the outcomes that the programme sought to achieve, with the exception of increasing participation and gaining two hours on the curriculum for physical education. Nevertheless, the staff reported that they felt accountable for the results reported in the Annual National Survey.

The accountability of the PDM was, as I have earlier stated, also closely based on the accomplishment of the PSA target. Furthermore, SSCos reported that the

significance of their roles within the data generation and collection process in relation to the PSA target was communicated to them by PDMs and that they in turn communicated this to PLTs as part of the transmission process. This resulted in a collective accountability for the achievement of the PSA target. Whilst this study had been focused through the original four research questions, the analysis of data revealed another question: the question of reliability of the published data. Participants in this study reported operating within a culture of performance management. Moreover, they suggested that this culture enticed others to submit data that was often misleading in over-reporting the typical activity level in the school or partnership. The culture of 'bumping up' figures through one-off events or with the over-reporting of data discussed by participants in this study, appeared to become an accepted practice. Thus, as discussed in Chapter Seven, reliability in the published PESS data was questionable.

Operating within an environment in which 'chasing numbers' had become, arguably, an acceptable form of practice, PDMs acknowledged that they believed these practices were done in the best interests of the schools. PDMs and SSCos discussed their focus on the quality of the opportunities they provided, facilitated by the transformation of programmes to suit the perceived needs of 'local context'. In doing so, the PDMs described an 'ownership' of their SSP and a responsibility to the schools and opportunities therein. They, too, were prepared to return data that they considered reflected the quality of opportunities they provided. The opportunity to generate data ['chase numbers'] enabled PDMs and SSCos to present data compliant with the expectations of the YST, that reflected well on their SSPs.

Analysing the interview data, there is a developing notion that there was a lack of accountability for the accuracy of returned data. Indeed interviewees reported that the risk of being 'caught' was minimal, as were sanctions, if schools were found to be unable to support the returned data, if indeed there were any sanctions. The validation process outlined in Chapter Seven highlights the situation in this respect. Although the inclusion of a validation visit appeared to provide a rigorous

testing of the data, the reality did not match the appearance, and the fact that there were no sanctions or repercussions for the SSPs who could not support their returned data only perpetuates questions around the reliability of the data. The suggestion is concerning that PDMs and SSCos reported they had informed the YST about the issues with data, but were unaware of any action to remedy or prevent any further inaccuracies in the data reporting, although arguably the validation of the Annual National Survey was not within the YST's remit.

PESSCL was, and in some contexts still is, considered successful, particularly with the achievement of the 2008 PSA target a year early. This apparent 'success' however is brought into question with questions hanging over the reliability of data on which this success was reported. PDMs and SSCos, in this study, considered the 'success' of the strategies to have been the allocation of 'two hours on the curriculum', but this measure is also unreliable. SSCos argued that physical education did not have two hours on the curriculum all year round, often being cancelled to accommodate school plays, exam hall space or even additional lesson time for English and Maths. Teaching staff in primary schools also discussed the loss of physical education lesson time in order to provide 'catch up' lessons for other 'academic' subjects. That physical education remained marginalised on the curriculum in some schools, even over the course of the funding period for PESCCL and PESSYP, is evident.

8.5 Bernstein and the pedagogic device

Through the application of Bernstein's concept of the pedagogical device as the theoretical framework to this study, I have been able to consider the social construction of pedagogic discourse and the rules that govern its reproduction in the SF. However, the use of Bernstein is not without its difficulties and limitations. Firstly, it is well recognised that the language presenting the theoretical framework is complex. Indeed Muller (2004, p.1) who highlights that 'Bernstein's own inclinations in this regard are a matter of interpretation'. Davies (2000, p.3) also recounts Bernstein's recognition of this problem and the resultant

misuse of his work, describing 'Bernstein's irritation at the way his particular account of this educational imponderable was 'steadfastly misread' over at least a decade, probably longer'. My experience resonates with this as I struggled to engage with the theory and found that I needed to return to the definitions and clarify my understanding on multiple occasions. Indeed, long after I deemed that I should have understood my theoretical framework, I continued to struggle with misinterpreting the pedagogic device, and the process was an arduous one. Learning how to 'read' Bernstein and interpret his theory correctly was often a confusing process. Thus, it is not surprising that Bernstein could be overlooked for other models, such as the policy cycle (Ball et al., 1992), to consider 'How schools do Policy' (Ball et al., 2012) and at times I found myself questioning why I had not opted for an 'easier' theoretical framework.

Arguably, Bernstein was theorising in the 1970s at a time when the academic curriculum dominated schools. Thus the theory focuses on the process of translating non-pedagogised discourses (in the Primary Field (PF)) into pedagogised ID for the SF (Glasby et al., 2001). Physics, for example, being generated by universities and research institutes was not about pedagogy, not about how you teach physics or 'what' gets taught. Rather, it was about 'doing' physics and it was that element that was recontextualised, pedagogised and turned into a school subject. Examining this process was arguably a relatively straightforward process. In Chapter Three I similarly recounted Bernstein's own experience of the transformation of carpentry into the pedagogised school subject of woodwork. Whether the social construction of physical education can be considered as straightforward is questionable. Houlihan (2000) describes the physical education policy field as a 'crowded policy space' in which there are numerous voices vying for attention. Yet Penney and Evan's (1999) examination of the social construction of NCPE drew on Bernstein's work effectively to examine the recontextualisation and realization of the NCPE. This study considers the construction of PESS, which has a broader remit beyond the school subject of physical education. Thus the use of Bernstein's theory is particularly challenging, much more so than if dealing with subjects such as music, history, languages or

physics, as it was not theorised in relation to this broader conception of school practices. Furthermore, Bernstein was not theorising within the context of New Managerialism in schools. Particularly in the case of this study, this presented challenges as positioning the PDM in the space at the interface, in which they are required to exist within multiple storylines, was not a feature of the theoretical framework that had previously been conceptualised. This fluidity leads to my third criticism.

Thirdly, in fluid contexts like PESS, where there is no formally appointed recontextualising process, decisions can be made without consultation. The YST, for example, whilst increasingly identified as a formal agent in the RF, were not 'confirmed' as such until they were formally identified in the Playing to Win (2008) policy document. The policy formally stipulated the roles for Sport England (Community and Grass Roots Sport), UK Sport (Elite and World Class) and the YST (School Sport). But, that was as far as the formal process went, and recognition of their role was more as a result of the evolution of the PESS strategies rather than the appointment of a formal recontextualising process. If we compare this structure to that of the formation of the National Curriculum (Penney and Evans, 1999), the process for the establishment of the Working Group was a much more formal process. The Secretary of State appointed working groups, and membership of these working groups was through an official process. The YST involvement, in such an informal process, also involves the concepts of power as well as the politicising of ID, conveying the interests of dominant groups (Brooker and Macdonald, 1999). The level of informality in PESS, and the process of recontextualisation, arguably makes it more difficult to apply Bernstein. This brings me to my final limitation of using Bernstein.

The actual recontextualising process itself is problematic in relation to PESS policy. The recontextualising process involves turning non-pedagogical resources into pedagogical forms, which is not explicitly done within the PESS policy documents - if anything, the pedagogy is implicit in the documentation, which is predominantly outcome-focused (Jung et al., 2013). What happens in this context

is that the ID is smuggled in to the recontextualising process, which is dependent on the biographies of those involved in the process. Glasby et al. (2001) identify the point of reference for those involved in the process as 'former or existing' forms of ID experienced in the SF. Moreover, the messages of PESS are not 'neutral' as Moore (2013, p.88) considers that 'there is no such thing as a socially neutral voice, and, hence, no socially neutral pedagogy'. Thus, previous forms of ID often remain unchallenged and are reproduced (MacPhail, 2000). The relative absence of a focus on pedagogy in PESS policy proved to be challenging for this study, as Bernstein's theoretical framework is specifically concerned with pedagogic discourse, and yet many interviewees highlighted that PESS was not focused on physical education.

Although I have presented four criticisms of Bernstein, I also identify three key benefits to applying the theory of the pedagogic device. Firstly, that the pedagogic device enables this study to explore the relationships between identified agents, agencies and individuals involved in the PESS strategies. The theory allows the study to consider positioning between the three fields that Bernstein identifies, but also for the focus of this study particularly between the RF and the SF. It allows for the development of the idea that the PDM can be positioned in the space at the interface, but recognises further work exploring this idea is required.

Secondly, the pedagogic device allows the study to consider the transmission process and the methods of communication that enable the messages of the ID of PESS to be conveyed. Not only conveyed, but misunderstood or misinterpreted through a pathway that is akin to the game of 'Chinese whispers' (see Chapter 6, section 6.1 and 6.2). The distortion of these messages often led to confusion within schools, thus allowing opportunities to exist for slippage, but also for the 'normalization of the innovative idea' (Kirk, 2011).

Finally, using Bernstein offers an opportunity to investigate the social construction of the curriculum and the relationships of power. I have provided a detailed demonstration of how this process works through my three results

chapters. Whilst I recognise that this study could not be repeated, the issue is not replication of the study to improve reliability and trustworthiness. Understanding how the social construction of the ID of PESS is created, and how the process tends to work out in these circumstances, is important.

8.6 Implications for future research

This study has highlighted the highly complex and politicised process of implementing PESS policy in schools. In the previous section, I argued that Bernstein's theory was not sufficiently sensitive to a number of these complexities and indeed needs further development and adaptation if we are to continue to use the pedagogic device to examine the process of recontextualisation and realization of policy in PESS. As the educational landscape becomes more complex, witnessed in the population of the space at the interface and the broadening of subject policy to encompass links to extra-curricular activities and to the community, the development of Bernstein's theory to address such complexities is arguably not only necessary for PESS, but for other subject areas as well.

In addition to the implications of this study for the development of theory, a number of questions about PESS have been identified for further research. In the weeks and months following this study, the landscape of PESS was to change significantly, both in terms of funding and the removal of the PESSYP, which resulted in a partial dismantling of the School Sport Partnership network. PESSYP was replaced in 2010 with a new initiative focused on improving the opportunity and quality of competitive school sport; the School Games. Some SSPs survived this process intact, while others were completely dismantled resulting in a patchwork of provision (Mackintosh, 2012). Why many of the SSPs ceased to operate so soon after the cut to funding while others continued remains of interest. Some PDMs had been successful in negotiating funding to support and deliver a wider range of other agents' and agency policy objectives, and this may have been an influential factor.

Thus, there is an opportunity to continue research into how the ideology of government influences and impacts opportunities for innovation in PESS and the role of the evaluative rules, particularly in determining which aspects of government strategies are prioritised, selected, transmitted and realised in terms of teachers' practices and pupils' learning.

For such SSPs with strong links to external agents and agencies, further examination is required to understand the role of such agents and agencies who are located outwith the SF, but arguably also outwith the RF. Where schools and areas have not retained the SSPs, the space at interface may now appear to be a vacated space. All of these questions have implications for the transmission of PESS strategies and the realization of any future initiatives. Where SSPs have been dismantled, research into how the varied agents and agencies negotiate access to the SF is necessary.

Finally, given that the impact of educational innovation is only significant if it can be sustained and embedded within schools, continued research on teachers' engagement with innovation is necessary. Whilst a focus on 'high quality physical education' remains, the aspirational target for all schools to offer two hours of physical education on the curriculum has perhaps been marginalised with the foregrounding of the discourse of competitive sport. It is perhaps ironic, however, that the form of PESS foregrounded by new PESS policies, a discourse of competitive sport, is a discourse already well embedded in a physical education system, albeit in a sport-as-technique form, and has been seen as a form that is resistant to change, thus facilitating the fit of the 'new' discourse in established physical education programmes with little need for teacher change.

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APPENDIX 1: Sportsmark Criteria

Sportsmark Criteria:

i)   Offer a minimum of two hours a week of formal PE lesson time;

ii)   Offer at least 4 hours each week of structured sport outside formal lessons: schools will be expected to provide all interested pupils with the opportunity to participate in sport at lunchtimes, in the evenings and at weekends;

iii)   Devote at least half the time spent on PE both inside and outside the formal lessons to sports which, if not the full game, should be played in a form judged appropriate for the year group by the relevant sports governing body;

iv)   Encourage teachers and others involved in extra-curricular sport to gain coaching qualifications or leadership awards enabling them to lead sports matches;

v)   Encourage teachers to improve their individual coaching skills by taking advantage of the different levels of awards/qualifications provided by the national governing bodies of sport;

vi)   Ensure in secondary schools that pupils of all ages have the opportunity to take part in competition if possible, and promote competition within their own school and against other schools;

vii)   Have established links with local sports clubs; schools will be expected to have developed links with a number of local sports clubs as a way of providing pupils with further sport opportunities outside school hours. Sportsmark schools are likely to be among those successfully competing for the Sports Council's challenge fund for school-club links; and

viii)   Encourage pupils to take part in sports governing bodies award schemes.

APPENDIX 2: PDM files 2006-2010

APPENDIX 3: Initial Coding of Data (Screen Shot)

Key

P – Primary School

S – Special School

I – Infant and Nursery School

⊥ ⊥

PE&SPORT
FOR YOUNG PEOPLE

Annual PE and Sport Survey 2008/09

The purpose of this survey is to help you, your partnership and the Government to evaluate progress towards meeting the aims of the national PE, school sport and club links strategy.

We would like you to complete the questionnaire online at **www.tnsinfo.com/sportsurvey**
If this is not possible, then you can fill in this paper booklet.

A guide to the survey has been produced to help you understand the questions and complete the questionnaire. The guide provides definitions for the key terms used in the questions and other useful information. You should have received a copy of the guide but if do not have it, you can get a copy from the survey website. We hope you find completing the survey straightforward.

Your School URN:

Your Partnership number:

School name and address:

Contact name (for queries):

Telephone number (for queries):

IMPORTANT DATES	
If you choose to complete the **paper** questionnaire:	you must return this completed booklet by **11 June 2009**
If you choose to complete the **online** questionnaire:	you must submit your data on the website by **2 July 2009**
Your responses will be electronically captured therefore please ensure:	

- Your answers are written clearly within the confines of each box.
- You use only Black / Blue Biro.
- You DO NOT use CORRECTION FLUID.
- If you make a mistake, please cross through the error and write the correct answer next to the box.

⊥ ⊥

About your school

In order to be able to report accurately on the information you provide, we need current and accurate information about the number of pupils in each year group in your school. Please provide this information below.

How many pupils do you have in each year group?

Enter total number of pupils per year group
(put 0 if none, do not leave cells blank)

Year 1		Year 7	
Year 2		Year 8	
Year 3		Year 9	
Year 4		Year 10	
Year 5		Year 11	
Year 6		Year 12	
		Year 13	

Question 1

What is the total curriculum time in minutes that <u>ALL</u> pupils in each year group spend taking part in PE* in a typical week?

Enter total curriculum time in minutes
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 1		Year 7	
Year 2		Year 8	
Year 3		Year 9	
Year 4		Year 10	
Year 5		Year 11	
Year 6		Year 12	
		Year 13	

*Definition of 'PE': *The planned teaching and learning programme in curriculum time that meets the requirements of the national curriculum for physical education.*

Question 1b

For Year groups 10-13 where the total curriculum time at Q.1 was <u>less than</u> 120 minutes, what is the <u>total number of pupils</u> in each year group who participate in at least 120 minutes of PE in a typical week?

<u>Note</u>: Please include curriculum time (theory and practical) for related GCSEs/ A-levels or other relevant qualifications.

Enter total number of pupils per year group
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 10	
Year 11	
Year 12	
Year 13	

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Question 2

What is the total number of pupils in each year group who participate in at least three hours of high quality PE <u>and</u> out of hours school sport* in a typical week?

<u>Note</u>: The three hours can come from any combination of curriculum PE and out of hours school sport.

Enter total number of pupils per year group
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 1 [   ]   Year 7 [   ]

Year 2 [   ]   Year 8 [   ]

Year 3 [   ]   Year 9 [   ]

Year 4 [   ]   Year 10 [   ]

Year 5 [   ]   Year 11 [   ]

Year 6 [   ]   Year 12 [   ]

Year 13 [   ]

on of 'school sport': *Any activity that requires physical skilfulness and is part of the school's planned formal, s d or led provision. School sport typically takes place out of hours and/or at lunch or break times.*

TIPS ON ANSWERING QUESTION 2

our answer to Question 1 is equal to or more than 180 minutes for any year g answer to this question will be the total number of pupils in that year group. In this c do not need to calculate time spent on school sport or additional PE.

our answer to Question 1 is less than 180 minutes for any year group, to ans question you need to take the following steps.

Check which pupils have additional time for PE and how much additional time they a(have. This will include lessons that the rest of the year group does not have, for exa GCSE PE, GCSE Dance or an extra PE lesson that some pupils have while others stud additional modern foreign language.

Find out how long each pupil spends taking part in school sport in a typical week.

Estimate whether each pupil participates in at least three hours of PE and school spo week, including additional PE and school sport.

Enter the number of pupils in each year group who participate in at least three hours of PE an sport in a typical week.

Question 3

What is the total number of pupils in each year group involved in intra-school competitive activities during this academic year?

Note: **School sports days do not count** as intra-school competitive activities. Please refer to the survey guide in relation to this question.

Enter total number of pupils per year group
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 1		Year 7	
Year 2		Year 8	
Year 3		Year 9	
Year 4		Year 10	
Year 5		Year 11	
Year 6		Year 12	
		Year 13	

Question 4

What is the total number of pupils in each year group that have <u>regularly</u> participated in competitive intra-school sporting opportunities during this academic year?

Note: Regular intra-school competition is defined as:
- 3 times or more during the academic year for pupils in Key Stage 2
- 12 times or more during the academic year for pupils in Key Stages 3 and 4.

Please only include participation in competition formats that allow for sustained involvement (e.g. leagues, ladders etc.) rather than one-off events which need to be included in question 3.

Enter total number of pupils per year group
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 3		Year 7	
Year 4		Year 8	
Year 5		Year 9	
Year 6		Year 10	
		Year 11	
		Year 12	
		Year 13	

Question 5

Did you hold at least one school sports day or equivalent event during this academic year? Please X yes or no

yes ☐   no ☐

Question 6

What is the total number of pupils in each year group who have taken part in inter-school competition during this academic year?

Enter total number of pupils per year group
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 1 ☐   Year 7 ☐

Year 2 ☐   Year 8 ☐

Year 3 ☐   Year 9 ☐

Year 4 ☐   Year 10 ☐

Year 5 ☐   Year 11 ☐

Year 6 ☐   Year 12 ☐

Year 13 ☐

Question 7

What is the total number of pupils in each year group that have <u>regularly</u> participated in competitive inter-school sporting opportunities during this academic year?

<u>Note</u>: Regular inter-school competition is defined as:
- 3 times or more during the academic year for pupils in Key Stage 2
- 9 times or more during the academic year for pupils in Key Stages 3 and 4.

Please only include participation in competition formats that allow for sustained involvement (e.g. leagues, ladders etc.) rather than one-off events which need to be included in question 6.

Year 3 [   ]   Year 7 [   ]

Year 4 [   ]   Year 8 [   ]

Year 5 [   ]   Year 9 [   ]

Year 6 [   ]   Year 10 [   ]

                   Year 11 [   ]

                   Year 12 [   ]

                   Year 13 [   ]

If you make a mistake, please completely fill in the box and then cross the correct box

Question 8

Which of the following sports or activities has your school provided this academic year? Please X yes or no for each sport

	Yes	No		Yes	No
Angling	☐	☐	Lacrosse	☐	☐
Archery	☐	☐	Martial arts (except judo and karate)	☐	☐
Athletics (includes cross-country)	☐	☐	Mountaineering	☐	☐
Badminton	☐	☐	Multi-skill clubs	☐	☐
Baseball	☐	☐	Netball	☐	☐
Basketball	☐	☐	Orienteering	☐	☐
Boccia	☐	☐	Outdoor and adventurous activity	☐	☐
Bowls	☐	☐			
Boxing	☐	☐	Rounders	☐	☐
Canoeing	☐	☐	Rowing	☐	☐
Cheerleading	☐	☐	Rugby league (includes tag rugby)	☐	☐
Circus skills	☐	☐			
Cricket	☐	☐	Rugby union (includes tag rugby)	☐	☐
Cycling	☐	☐			
Dance	☐	☐	Sailing	☐	☐
Equestrian	☐	☐	Skateboarding	☐	☐
Fencing	☐	☐	Softball	☐	☐
Fitness	☐	☐	Squash	☐	☐
Football	☐	☐	Swimming	☐	☐
Goalball	☐	☐	Table tennis	☐	☐
Golf	☐	☐	Tennis	☐	☐
Gymnastics	☐	☐	Trampolining	☐	☐
Handball	☐	☐	Triathlon	☐	☐
Hockey	☐	☐	Volleyball	☐	☐
Judo	☐	☐			
Kabaddi	☐	☐	Yoga (and related activities such as pilates, tai chi)	☐	☐
Karate	☐	☐			
			Other	☐	☐

If you crossed 'yes' for other, please provide details:

Question 9

For which sports or activities do you have links* to clubs? Please X yes or no for each sport

	Yes	No		Yes	No
Angling	☐	☐	Lacrosse	☐	☐
Archery	☐	☐	Martial arts (except judo and karate)	☐	☐
Athletics (includes cross-country)	☐	☐	Mountaineering	☐	☐
Badminton	☐	☐	Multi-skill clubs	☐	☐
Baseball	☐	☐	Netball	☐	☐
Basketball	☐	☐	Orienteering	☐	☐
Boccia	☐	☐	Outdoor and adventurous activity	☐	☐
Bowls	☐	☐			
Boxing	☐	☐	Rounders	☐	☐
Canoeing	☐	☐	Rowing	☐	☐
Cheerleading	☐	☐	Rugby league (includes tag rugby)	☐	☐
Circus skills	☐	☐			
Cricket	☐	☐	Rugby union (includes tag rugby)	☐	☐
Cycling	☐	☐			
Dance	☐	☐	Sailing	☐	☐
Equestrian	☐	☐	Skateboarding	☐	☐
Fencing	☐	☐	Softball	☐	☐
Fitness	☐	☐	Squash	☐	☐
Football	☐	☐	Swimming	☐	☐
Goalball	☐	☐	Table tennis	☐	☐
Golf	☐	☐	Tennis	☐	☐
Gymnastics	☐	☐	Trampolining	☐	☐
Handball	☐	☐	Triathlon	☐	☐
Hockey	☐	☐	Volleyball	☐	☐
Judo	☐	☐	Yoga (and related activities such as pilates, tai chi)	☐	☐
Kabaddi	☐	☐			
Karate	☐	☐			
			Other	☐	☐

If you crossed 'yes' for other, please provide details:

_____

* **Definition of 'links'**: a school has links to clubs when pupils are actively guided towards club activities, either in a quality assured setting at the club itself, or on the school premises. Activities on the school premises would include regular coaching sessions and out-of-hours clubs organised by the club's coaches, but would not include one-off 'taster' sessions

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Question 10

What is the total number of pupils in each year group who have participated in one or more community sports, dance or multi-skill clubs with links to the school during this academic year?

Enter total number of pupils per year group
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 2		Year 7	
Year 3		Year 8	
Year 4		Year 9	
Year 5		Year 10	
Year 6		Year 11	
		Year 12	
		Year 13	

Question 11

What is the total number of pupils in each year group currently registered as gifted and talented because of their ability in PE and/or school sport?

Enter total number of pupils per year group
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 5		Year 7	
Year 6		Year 8	
		Year 9	
		Year 10	
		Year 11	
		Year 12	
		Year 13	

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Question 12

What is the total number of pupils in each year group actively involved in sports volunteering and leadership this academic year?

Enter total number of pupils per year group
(put 0 if none, leave cells blank if there are no pupils in that year group)

Year 1 [   ]   Year 7 [   ]

Year 2 [   ]   Year 8 [   ]

Year 3 [   ]   Year 9 [   ]

Year 4 [   ]   Year 10 [   ]

Year 5 [   ]   Year 11 [   ]

Year 6 [   ]   Year 12 [   ]

Year 13 [   ]

This questionnaire is important as it provides a record of what your school has achieved. Please now go back and check that you have given a full and accurate answer to ALL questions.

If you have any questions regarding this survey, please speak to your Partnership Development Manager.

593361 School Sports Main 2009 Final Version

School Sport Partnership Evaluation and Priorities Document - Guidance

The current PDP process has been useful and has brought some rigour to the development planning process. However, With a move to the 5 hour offer, different expectations of SSPs and PDMs, expansion of the SSP infrastructure to include FE Co-ordinators and Competition Managers and a need for SSPs to work more collaboratively with external agencies such as County Sports Partnerships it is a good time to think differently about local management and planning. SSPs are currently at different stages of their 3 year plan and this can make collaborative local planning between SSPs and external partners challenging. As SSPs have matured the 7 initial outcomes have become embedded in the day to day operation of their work and have been overtaken by the need to be more focused on the specific actions that can increase participation and the specific groups of young people that need attention.

With all schools now part of a SSP, the achievement of the 2008 target one year early and the announcement of a new target and funding it is an appropriate time to make changes in the process by which local priorities are determined and plans are produced.

As schools now operate successfully within a self evaluation framework, on the basis of which development/improvement plans are set and priorities for action determined, we recommend a similar process for the work of SSPs. Moving away from a heavily structured 3 year plan to a constant self evaluation against the 5 hour target, from which an up to the minute set of priorities for action can be drawn. This will ensure that SSPs are focused on delivery and not planning and that the actions they are engaged in will be directly related to their local priorities as opposed to national programmes.

This tool is focussed on evaluation of the outcomes of an SSP. However, there may be key aspects a school may wish to use to support their whole school SEF and SDP.

Your Partnership Evaluation and Priorities Document should be updated regularly as key partners will use your priorities and achievements to identify opportunities for engagement in targeted support strategies and innovations. It is expected that you will review the document termly as it will be used by key partners as part of their work with you. There will be an assumption that the information viewed at anytime will be current.

A requirement of your grant from DCSF is that annual planning and review takes place. If you fail to comply with these requirements, then funding may be withheld.

There is an initial deadline for completion of this document of **01 April 2008**. The document will be frozen at 12.00PM on this day for downloading by DCSF and YST.

WHEN YOU START TO WRITE

The Partnership Evaluation and Priorities Document is meant to be evaluative; it is not meant to provide a descriptive commentary on activities of the SSP's. The statements should be an analysis of the impact of the SSP rather than a description of what has been done.

Be clear. The summary you record and the key priorities you identify should be easily read and clearly articulate what difference you have and intend to make towards the 5 hour offer.

Use bullet points to record your evaluations and priorities and be concise in your responses.

When asked for evidence to support your self evaluation the PESSCL data collection will provide some information which you may wish to include although copies of this are already in the public domain. You should record other <u>data</u> and <u>evidence</u> you have collected and **not** complete a list the sources of the information of hold.

The Evaluation and Priorities Document belongs to your SSP. It will also be available to DCSF, Momenta and YST via a secure network. It will not be made available to other agencies or individuals without your permission.

School Sport Partnership Evaluation and Priorities Document

"Evidencing the Impact of the Partnership"

URN:	
Name of partnership:	
Name of PDM:	
Phase:	
Local Authority	
Number of secondary schools:	
Number of primary schools:	
Number of special schools:	
Number of FE Colleges:	

1. Context of your School Sports Partnership

Please outline the main characteristics of the partnership

This should be no more than a <u>brief</u> summary identifying;

- *Key characteristics such as geographical and socio-economic factors.*
- *Other pertinent issues such as early expansion, reconfiguration with other partnerships or variations on the national model e.g. the hub is not a sports college*
- *The strategic context of your partnership within the LA. e.g. Sports Development, CSP, Healthy Schools, Extended Services, Youth Service, Community Sports Clubs, Uniform groups*
- *Significant recent changes and <u>not</u> describe the history of the partnership.*
- *key priorities in the LA children and young peoples plan i.e. 14-19; BAME (Black, Asian & Minority Ethnic groups); teenage pregnancy; obesity; NEETs (those Not in Employment, Education and Training) and how is the SSP supporting these priorities where appropriate?*
- *How the SSP is positioned locally with extended services to strategically support the 5 hour offer?*

What are the characteristics of the young people in our partnership?

- *What is the % of young people in each key population group? (eg girls, boys, SEN, BAME, FSM)*
- *What does the 5 hour offer look like in your SSP? What are the percentages of young people in each activity group in your partnership? What percentage of young people currently access 1, 2 and 3 hours beyond the curriculum?*

2. Provision of High Quality PE for all students

a) Where are we now?

- *Which YP do we need to focus on to ensure they get 2 hours HQ PE and why?*
- *Which schools do we need to work with?*
- *Are there any schools that are not working towards 2 hours of curriculum time PE? What are there reasons for this?*
- *How do we know about the quality of PE in the schools in our partnership? What Monitoring, Evaluation and Review strategies are in place?*
- *How are we engaging with the LDA to help us improve the quality of PE in our schools?*

Current SSP PE Curriculum Minutes		National PE Curriculum Minutes	115	SSP Target for 2008	

Where have we made the most impact? (please ✓)					
Playing an advocacy role with HT's		Working with the LDA		Using coaches to support teachers	
Ensuring 2 hrs HQ PE for all young people					

233

Other (please detail)			

b) How do we know?

What evidence do we have to support our statements?

(PESSCL data, other information collected, feedback from members of the SSP, professional knowledge and understanding of the SSP)

c) On the basis of our evaluation what have we identified as our key High Quality PE priorities for development? (please ✓)

Playing an advocacy role with HT's		Working with the LDA		Using coaches to support teachers		
Ensuring 2 hrs HQ PE for all young people						
Other (Please detail)						

Key Actions

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3. Provision of opportunities for all young people to participate in a range of high quality activities on a school site.

a) Where are we now?

- *Which groups do we need to engage to increase participation in PE and Sport? (Key Stages, clusters, gender, race) Why?*
- *What are the barriers to increasing participation in our SSP?*
- *How are we planning to engage with the 16 - 19 sector to increase participation?*

- *Which key partners are we working with to increase participation?*
- *Where could we be doing more to increase participation?*

Current SSP PSA Data		National PSA Data		86%	SSP Target for 2008	

Where have we made the most impact? (please ✓)

KS1 OSHL		KS2 OSHL		KS3 OSHL		KS4 OSHL		KS5 OSHL	
Transition	KS1/2		KS2/3		KS3/4		KS4/5		Use of coaches at	KS1/2		KS3/4	
Other;						

b) How do we know?

What evidence do we have to support our statements?

(PESSCL data, other information collected, feedback from members of the SSP and young people, professional knowledge and understanding of the SSP)

c) On the basis of our evaluation what have we identified as our key participation priorities for development? (please ✓)

Year Groups	KS1		KS2	KS3		KS4		KS5	
Population Groups	Boys		Girls	BAME		SEN		G&T	
Specific Sports/activities						
Other (Please detail)						

Key Actions

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3a. Opportunities for all young people to access in a range of high quality activities in a community environment.

a) Where are we now?				
Which groups do we need to engage to increase participation in Sport in the wider community? (Key Stages, clusters, gender, race) Why? *What are the barriers to this?* *How well do we engage with our CSP? Other Community Organisations?* *How are we planning to engage with the 16 - 19 sector to increase participation?* *Where could we be doing more to increase participation?*				
Current SSP Club Links Data		National Club Links Data	29%	SSP Target for 2008	
Where have we made the most impact?				
Please list - - - -				
b) How do we know? *What evidence do we have to support our statements?* *(PESSCL data, other information collected, feedback from members of the SSP and young people, professional knowledge and understanding of the SSP, information from other key agencies)*				
c) On the basis of our evaluation what have we identified as our key participation priorities for development?				

•   •   •   •
Key Actions   •   •   •   •

4. Provision for all young people to develop their potential.

a) Where are we now?

- *Are the needs of SEN and G&T young people being addressed effectively?*
- *Are there differences in performance and involvement in competition in the SSP? Why?*
- *Which groups are engaged in competitions most and least?(Key Stages, clusters, gender, race) Why?*
- *How are we working with Competition Managers to increase performance and competition?*
- *Which key partners are we working with to increase performance and involvement in competition?*
- *What are the barriers to increasing performance and competition in our SSP?*
- *Where could we be doing more to increase performance and involvement in competition?*

Current SSP Competition Data			National Competition Data				SSP Target for 2008			
Inter		Intra		Inter	35%	Intra	58%	Inter		Intra	

Where have we made the most impact? (please ✓)					
Talent ID		Talent Pathway		JAE	
Use of competition to;	Increase participation		Support the talent pathway		
Other (please detail)					

b) How do we know?
What evidence do we have to support our statements?
(PESSCL data, other information collected, feedback from members of the SSP and young people, professional knowledge and understanding of the SSP)

c) On the basis of our evaluation what have we identified as our key competition and performance priorities for development? (please ✓)

Year Groups	KS1		KS2		KS3		KS4		KS5	
Population Groups	Boys		Girls		BAME		SEN		G&T	
Competition	Intra-school			Inter-school						
Specific Sports/Activities										
Other (Please detail)										

Key Actions

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5. Provision for young people to undertake high quality Leadership and Volunteering roles.

a) Where are we now?
• *Which groups are involved in leadership and volunteering at the highest and lowest levels? (Key Stages, clusters, gender, race) Why?*
• *Are leaders actively volunteering in the community? If not why not?*
• *What are the barriers to increasing leadership and volunteering in our SSP?*
• *How are we engaging with the 16-19 programme to increase leadership and volunteering?*
• *Which key partners are we working with to increase leadership and volunteering?*
• *Where could we be doing more to increase leadership and volunteering?*

Current SSP L&V Data		National L&V data	12%	SSP Target for 2008	

Where have we made the most impact? (please ✓)						
Sport Education in PE Lessons		Young people volunteering in school competition		Making links with the FE sector		
Engaging young people as leaders and volunteers from BAME		Young people volunteering in school based OSHL clubs		Mentoring and supporting young volunteers		
Engaging young disabled people as leaders and volunteers		Young people volunteering in community clubs		Building a leadership and volunteering pathway that leads to coaching, officiating and event volunteering		
Other						

b) How do we know?

What evidence do we have to support our statements?

(PESSCL data, other information collected, feedback from members of the SSP and young people, professional knowledge and understanding of the SSP)

c) On the basis of our evaluation what have we identified as our key Leadership and Volunteering priorities for development? (please ✓)

Year Groups	KS1		KS2		KS3		KS4		KS5	
Population Groups	Boys		Girls		BEM		SEN		G&T	
Specific Sports/Activities										
Other (Please detail)										

Key Actions

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6. Leadership & Management of the SSP

a) Where are we now?

How effective are the leaders and managers* of the SSP at:

- Articulating a clear vision and engaging partners in realising that vision?
    - *How do you engage Headteachers in understanding the impact of the PESSCL Strategy?*
    - How do you advocate the role of PE and School Sport with others?
    - How effective is the steering group at advocating and supporting the work of the SSP?
- Monitoring and evaluating the work of the partnership and reviewing and setting targets accordingly?
- Ensuring the inclusion of all young people?
- Deploying, supporting and developing all staff and resources involved in the partnership's work?
- Engaging and linking with key leaders in the hub site?
- Making effective links with other providers
- Communicating the impact of the partnership's work?

Leaders and Managers include PDM, Head Teachers, hubsite leadership team, heads of department, SSCos, PLTs, Steering Group

Where have we made the most impact? (please ✓)

Advocacy		Effective steering group		Monitoring and evaluation		Inclusion	
Effective links with partners		Leadership development		SSP staff CPD			
Other							

b) How do we know?
What evidence do we have to support our statements?
(PESSCL data, other information collected, feedback from members of the SSP, professional knowledge and understanding of the SSP)
c) How do the views of Young People, Partners and schools contribute to the evaluation and future direction of the partnership?

d) On the basis of your evaluation what are your key priorities for development?						
Advocacy		Effective steering group		Monitoring and evaluation		Inclusion
Effective links with partners		Leadership development		SSP staff CPD		
Other						

Key Actions

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APPENDIX 7: The 10 High Quality Outcomes for Physical Education

1   They are committed to PE and sport and make them a central part of their lives – both in and out of school. They seldom miss PE lessons, remember their kit and get changed on time. They make sure they are available for sports events and take responsibility for not letting down others. They encourage other pupils to get involved and help adults to organise lessons and activities.

2   They know and understand what they are trying to achieve and how to go about doing it. They know how to think for each area of activity and when and how to use composition, choreography, games strategy, athletic tactics and problem solving. They also know how they are judged in each area of activity.

3   They understand that PE and sport are an important part of a healthy, active lifestyle. They know how PE and sport contribute to a balanced healthy, active lifestyle and how different activities affect their fitness, health and feelings about themselves. They can explain how the school helps them to maintain a healthy, active lifestyle.

4   They have the confidence to get involved in PE and sport. They are willing to demonstrate what they can do, volunteer questions and answers, ask for help when they need it and talk positively about their achievements. They help others and are happy to take part in any capacity. They try new activities without worrying about failing.

5   They have the skills and control that they need to take part in PE and sport. They show good body control, have poise and balance, and show fluency and accuracy in their movements. They can apply and adapt a wide range of skills and techniques effectively.

6   They willingly take part in a range of competitive, creative and challenge-type activities, both as individuals and as part of a team or group. They get involved in any activities in PE lessons and take part in different school sport activities. They are happy to work and perform on their own, as well as in groups and teams.

7   They think about what they are doing and make appropriate decisions for themselves. They work without constant prompting and ask questions so that they can organise themselves and make progress. They come up with ideas and strategies to help them improve. They react to situations

intelligently when performing, taking into account others' strengths and weaknesses.

8   They show a desire to improve and achieve in relation to their own abilities. They are determined to achieve the best possible results and spend extra time practising. They often compare their performance to their own in the past and to other people's and feel that they could do better still. They ask for advice on how to improve.

9   They have the stamina, suppleness and strength to keep going. They concentrate well and maintain their energy and activity levels. They seldom miss PE because of illness or injury and are physically strong and flexible enough to take part in activities.

10   They enjoy PE, school and community sport. They are keen to take part and talk about what they are doing with enthusiasm. They show an interest in the PE/sport noticeboards and often watch or read about PE and sport. They are eager to get to PE lessons and smile a lot!

PDMINT4

When did you take up the role of the PDM
Initially and provisionally it was January 2009 in the capacity of maternity cover, so I was just, I came in as a competition manager and I had to drop that role. I was assured I would have a minimum of a one year contract
You were a competition manager job before the PDM what kind of role within the School Sport Partnership or how did that lead you on to being a PDM.
Before I was a competition manager I was an SSCo, so that's how I came through the system from the high school and then I decided I wanted a full time post so I went for the competition manager post and thought, being completely blunt and honest, it was a little bit below my expertise and felt that I was a bit of a general dogsbody running around doing the work the NGBs should be doing or the SSCo's doing so… I had pretty good relationships with (borough) what with it being quite unorganised so I could come in and pretty much do what I like. The role I was doing, because someone else was covering the PDMS first maternity leave when I started and they were quite inexperienced I kind of took over a lot of that role anyway. So there was a lot of crossover work I was doing.
So the partnership was already established, there were two maternity leave periods, Yes
How was the partnership functioning if it was being covered with maternity.
Well before the first maternity period it was running really well, ticking over really well. SSCo's were embedded in the high schools from the outset, so we never had any staffing issues and that was when, while I was first recruited as an SSCo it was all fine. Then the first maternity leave happened and the Borough totally cocked up the recruiting of a person to cover it. The first person they got in broke their ankle or something about a week before they were due to start so there was no handover period and then there were about 2 or 3 months of no one doing it at all. And then they got someone else in who, in my opinion, was a complete waste of space – didn't know the borough didn't know anyone within the borough, no contacts, no expertise in sport particularly was a primary school headteacher in the past and had since retired and was approached by a friend of a friend to take up the role, so everything was just dying. So in effect that was why I felt I had to carry him because I had the contacts, I knew the people.
So what attracted you to the role? Was it that there was a vacancy or were you manpowered
I was kind of approached and said well last time maternity cover was done by this person and we felt that it didn't work. In fact the borough were going to reappoint the same person for the maternity cover and the YST area rep stepped in and said we don't want that person to be reappointed is there anyone else within the borough so then I was approached and asked to see if I could take over the role instead.

Did you want the role?
Absolutely gagged for it. ***Why?*** It was my perfect role at the time. ***In terms of?*** In terms of career development, in terms of enthusiasm for sport, in terms of a

managerial kind of post whereas before I was very much on the ground delivering. I wanted to have a managerial overseeing post so I felt it was the next, good step.

You mentioned you were an SSCo were you teaching background or sports development?
Teaching background primary trained but expertise in training high schools and special schools.

How did you get involved as an SSCo?

I was originally; I guess it started when I was teaching in Newcastle I was doing a lot of supply cover for primary schools. Then I got recruited to do some supply in high schools and that's how I found out about the school sport partnerships, through the SSCo I was working with. So I went for an SSCo job in Newcastle, didn't get it was gutted it was two schools that were merging and the SSCo from one site got the job for the both sites, they already wanted her but they were only going through the formalities I think. So when I moved down here I knew all about the partnership and everything and a vacancy came up and I knew someone that knew someone that knew someone that was the PDM and kind of just said we are desperate for an SSCo can you come in and work with this school?. So I wasn't working at the high school, just ad hoc.

In terms of the SSP now and when you inherited it what structure is it?
It's quite a small borough in terms of the rest of London but the partnership is big as there is only one partnership for the whole borough. There are 10 high schools and 53 primary and 4 special schools.

Has it always been just one partnership,
Yes

In terms of the SSP who do you think the major players are in the setting of the [PESSCL/PESSYP] policy.
The overall policy – that comes down to us from the YST for us to deliver as far as I was aware, national government DfE that the YST took the responsibility for delivering and recruited people on the ground to deliver it for them.

How do you think they have worked together?
Recently or long term…. When I first started I was impressed with the targets, I thought this is something that needs to be done, the amount of, provision of PE and sport within schools, certainly when I was at school was dire. It needed some kind of structure and initiative, and organisation, which initially I thought was good and was well managed. Until I actually got into the system and as a PDM in terms of support, it's very, inconsistent I would say. Some of the programmes don't seem particularly well managed, other are, but some of them aren't. in the very recent terms I haven't been impressed with their support of their staff and their policies at all.

In terms of them, they – who do you mean?

I don't know if there are particularly individuals that are involved. It is organisational

Which organisation – the YST. I didn't realise I hadn't mentioned it, I was just assuming.

Thinking about the support you said 'not a lot of'. When you took on the PDM role what support did the YST give you to take on that role? Or any other agencies?

There was a lot of support for CPD in terms of, me coming in to the role as a newbie and this is what we are expecting a new PDMs course that I went on, which was great. WL YST officer was really supportive really helpful the problems I found were the greater parts of the programme, the bigger things. If I had a issue with a specific programme and I had to phone someone up at the head quarters I didn't find the support was there, or they didn't have the expertise to be able to help me with that support. Likewise with email communication I don't think it was.

You said you went on PDM training, what kind of content was that?

(9:04)It was a two day course of which I could attend a day and a half. It was, largely going over the whole school sport partnership programme, what the targets were, the 10 work strands are and what was expected to be done with that. There was a bit of team building crap that I have got not time for at all, it's a complete waste of my time and was probably why I didn't go back for the second day afternoon session. There was a pack that they gave us with all the information that we would need.

What kind of information was in it?
I can't remember for the life of me, I know what wasn't in it, which I would of appreciated of which there was no support whatsoever and that was the financial side of things. Now, I dn't know if people from a o background would have any expertise in it, but certainly me coming from a teaching background had no expertise in the financial side of things whatsoever and it was very much just a case of this is what you have to do get on with it and then you are audited at the end of it and you are in the shit if you don't do what you were suppose to do.

What was your budget?

£343,000 per academic year. And that's what I had to play with and literally it was a case of playing with it. The line management here isn't very stringent at all and the auditing process is very flexible so if I wasn't as honest as I am it would have been very easy for things to go astray.

From your education background, and thinking of the PDM training day, do you think the resources were of use to you.

At the time they were, having done the role now for two and a bit years I can't even remember the content of them. In terms of getting to know the work strands and where we were supposed to be targeting our work this is involved, you have to do this, you are expected to report back on this that and the other and how often you are expected to report back, that initial really basic support was very useful, yes.

What do you think has been the easiest part of the role for you?
Are there any?......... I think for my partnership the SSCo's. I've been so fortunate in that they run themselves. I have got three ssco's who are actually heads of dept. so their expertise, they often come to me and advise me on things. So, that's been a completely stress free part of the job.

And the most challenging?

High school involvement in the whole programme. Although the SSCo's are on board, in terms of influencing minds, senior management even a case of PE heads of dept and PE staff it's the programme I don't think has ever been valued. I regularly get one of my ssco's coming to me complaining, even though she is a member of staff in the department, they all think she is part time because she is two days a week SSCo. So because they don't see her they assume she is not doing any work or she has been seconded to do something else they don't see that her role should be of value to the rest of the school. There are one or two schools where it is hugely important, but for the vast majority of them it's not valued at all.

Why do you think that is?

I think there are several reasons, on a purely local basis our sports college has just completely washed its hands of the programme, which is…..

is that recent?
No it's right from the very beginning. My predecessor was originally based at the sports college and ended up asking to be move, to be based away from the sports college because she didn't feel like she had the support from the rest of the PE dept, from the rest of the school and she was disillusioned because of the outreach work that the school didn't do, so it must be one of the only sports colleges in the country that doesn't have any link to primary schools they just go about their own work, ad-hoc, and don't really involve the PDM or the partnership in one way or another.

What do the 'trust think about that?
Well as I said it predates me, I don't think the area support officers really had any influenced over changing that decision, and the ironic thing is – on a personal level get on with the director of specialism very very well, that's just on the personal level and the PE dept is in bits, it's a really poorly performing school so it's probably for the benefit of the partnership that they are not involved. They have got a really bad reputation in the rest of the borough, they do practically

nothing in terms of organisation or using sport as a banner to raise achievement except within their own school.
So that's not ideal.

The challenging parts of the role, I have struggled in the Borough we have tried loads of time and just failed to get a functional steering group up and running. We had one or two meetings with various people that wasn't attended by my line manager, couldn't get to the meetings. Various people from sports development didn't want to get involved or couldn't make the meetings so we just ended up disbanding it, so really it has very much been a one man show within the borough because I haven't had the support from a steering group.

Thinking about the steering group and partners and you mentioned sports dev. From your education background, who have you found as your partners external to education and schools?

When I first started sports development were very helpful and very good, they are a really good team there, but a small team. [borough] council doesn't value sport in terms of investment and when two of the people left sports development the posts weren't filled so now there is only two people in sports development and they are pretty ineffective, so I don't get any support from them whatsoever. The PCT likewise, no support from them financially or in terms of projects or anything like that. About the only thing that is functional and works well is the local community sports clubs and they do so much work for us and they take a lot of the pressure off me which could have been solved by having a good sports development department. The sports clubs are so well organised and motivated they do it all themselves.

And how do you work with them.

Regular meetings, there is a cricket alliance, there's regular meetings with football clubs, tennis clubs all regularly come together and meet here. Badminton, the community badminton network all have their meetings here. The hockey club are very proactive, the athletics club are really proactive they just do so much.

How do you find working with them?

A piece of cake. Get on really well with them. 99% of them bend over backwards to work with the schools they realise that's where their target audience are in terms of recruiting. To increase their numbers they need to work, have a good working relationship with the schools and waste so much time approaching schools individually and they do value, one of the only organisation that do value the role of the PDM in the borough because they realise there is the authority there. I share the role, I also have the title of 'curriculum consultant' so I can get directly to the head teacher and senior mgt teams within the schools and so the clubs see, 'hold on a second if there's just some coach who goes into a club and hands out a flyer it will get thrown away, but if the curriculum consultant goes in with his PDM hat on they are more likely to listen'.

Was the PDM job, advertised with the curriculum consultant part?
No, not completely. The post I took was PDM, plus primary curriculum consultant and because that's my background I've been doing a lot of primary training, staff meetings, inset things like that. Go in and do health checks, team teaching, supporting teachers for curriculum assessment and things which isn't normally part of the PDM role but because Becky before me had the post of curriculum consultant and PDM then I've kind of inherited that. But she was secondary trained, I'm primary trained.

In terms of the [PESSCL/PESSYP] strategies, you mentioned you had problems with some secondary's, how do you think the schools have taken on board the strategy.
The first year I started was PESSCL it then changed to PESSYP. Pretty much the same for both strategies, the primary schools lapped it up, they saw the benefit the loved all the extra support from the SSCos, the high schools, the facilities that suddenly were available to them that they didn't have The high school just see it as a slog, very few of our high schools have the two hours of PE on the curriculum. As I mentioned before, the sports college don't so what's the motivation for the rest of the schools to do it? But, in comparison I think there is only one primary school that doesn't have two hours of PE. They are all well on board with the school sport coaching we have a bidding process every year that is based on PESSYP results, the survey results. They found the PESSYP survey a chore and there wasn't too many people upset when I announced that it wasn't happening this year. However they do use it to inform their planning and provision for the following year – so they do see the benefit of it, for primary schools I'm speaking. High schools I doubt they value it very much at all.

Do you think, they actually understand the strategy? Have you gone in and trained them on the strategy or just the elements that you think are relevant.

We have termly, or we use to have termly partnership meetings where there was a presentation or the first 15 – 20 minutes updates for the PESSYP strategy so when School Sports Coaching money came in that was a headline thing they were all really excited about. When we started Playground to Podium came in that was something they were made aware of that they were excited about. And we also had the SSCo meetings that always preclude, a week before the partnership meetings so then the SSCos were briefed and then at the partnership meetings they have their cluster meetings as well straight afterwards. So they can then work individually on how they then implement these new strategies. But in terms of the SSCo's or me speaking to the high schools I chair, because it came from my predecessor, chair the head of department meetings. There's always an agenda item that is a partnership update, PESSYP update or whatever and that's usually the bit that gets the least attention – when people get up and start to make coffees and they just kind of 'can't be arsed with that' they wait until there's an item on the agenda about competition or facilities or something that they actually care about because as I said, the just don't value the PESSYP strategy

Why do you think that is?

I don't know,….. well some departments see it as losing a good member of staff for a couple of days per week. Some departments have actually had the opposite opinion and there's' two school since I have been here that have used the SSCo post as a way of shunting a crap member of staff off timetable. Which goes to show how they view the programme. Then there's the SSCo I mentioned earlier they think she's part time and she's a full time member of staff. I don't know why, it might come from the fact that some of them are a bit long in the tooth and they've seen programmes start, finish, fail, start, finish, fail and they're just, we are only going to be here for another couple of years and there will be something else on the horizon and to be fair it's kind of proved quite true.

In relation to the PESSCL/PESSYP strategies what do you think have been the successes.

Nationally or locally, locally the coaching has been fantastic. We've really targeted, every year we have had a different target whether it's been areas of low social economic make up or ethnic minorities or girls last year and it really has increased participation in those areas. Schools that wouldn't have normally got after school clubs have had them and they have,by en large been maintained because the schools have seen they have made such a good impact. Swimming programme worked really well the last couple of years, we paid for an extra coach to be available to coach the, not the SEN group, but the lower ability group for every school at the local pool and that's given those kids that probably wouldn't have got 25m getting 25m which is fantastic.

Do you want failures? We are talking about the successes at the moment (laughing) that was quite a short one…. The other one I did want to mention was the two hours of PE which has made a massive impact in the primary schools and so many of them now do have two hours of PE where they didn't before and by enlarge they, every single school I speak to can see the positives in it, so that's definitely been...

What do you think could have been omitted

Right, where do you want to start? ….. crumbs….. well as I said the , we only had Playground to Podium start last year and I think the support for that has been almost non-existent from my personal point of view and that programme, apart from the fact there is not a lot of funding for what they want to achieve – which is a lot. I thought the support was sporadic, it's pretty much nonexistent. I've really struggled to implement it this year and I've waited for someone else to do something and said you can take some of my kids and get on with it. ….. Big Lottery? Would that be one of the things that would be included in this, or is that going to stand aside, it's not really one of the strands but…..

You can say what you want to say,

When I took over the Big Lottery stuff it was in a dire state of affairs and I don't really think the impact that it was meant to achieve has been achieve it has been very un-sustained. Everything we have spent money on has just all been swallowed up and nothing has been sustained at all so I think that has been a complete waste of money. I'm struggling to think of what other projects were… what sort of things were you having in mind.

The strands in PESSCL/PESSYP

It's been so long since I've actually paid any attention to it.

In terms of exploring that, do you think there has been a difference between the PESSCL strategy and PESSYP?

I think I came into PESSCL so late I probably wasn't made explicitly aware of what the differences were. I mean apart from changing the letters I didn't notice any difference in my day to day working. But then, as you say I started in January and it changed in August that year it was a case of collecting the surveys. I think one or two questions changed but that was about it really. I didn't notice a big difference.

In terms of PESSYP do you think, and thinking retrospectively, I think you would have been an SSCo when the Olympic announcement was made do you think that had an impact on the programme.

I think it raised the awareness considerably, because I remember the very first time I was told about PESSYP was in it's very very early formation when I was a primary school teacher, head of PE, at our termly meetings I can remember the PE consultant explaining that schools would be grouped together kind of in clusters and I would be linked with a high school and then we can use their facilities. I remember going, thinking that will be good I wouldn't mind using the high schools gym or whatever. Then didn't really hear anything of it until the announcement was made, or until a few years later when it really did start to kick in and impact on my work. I think it might have been slow getting off the ground, I don't know if its cause I moved round the country quite a lot it might have been specific to the area I was working in. I started in Coventry and then moved up to Newcastle and then down here so Coventry might have been, probably might have been a little bit slower to get off the ground and it was well underway by the time I got to Newcastle.

Do you think that the PESSYP, and your role as curriculum advisor, do you think the policy has had an impact on what is delivered in physical education.

I think the quality of provision has definitely increase, I don't, because the PDM role is linked to the consultancy role in the borough and the SSCo's have always been part of the PE dept I don't know if it is replicated across the country – we certainly encourage the PLTs to use their PLT days to support NQTs within the school, to support teachers who were not confident in teaching PE not just the

PLTs so where you probably get in other boroughs PLT days to get SSCos in to work with the PLT and do a competition or something within the school, we have been using a PLT, a PLT might use a PLT day for three consecutive weeks, the PDM or the SSCo will go in for an NQT to help them with the planning, delivery and assessment of their lessons. So the quality of PE has definitely been increased in primary because teachers, who wouldn't be confident teaching PE, are a lot more confident in teaching PE. In the high schools I can't say that is replicated.

Do you think it has, the strategy has had, had any impact in the secondary schools, the high schools?

Erm…….. perhaps with the one or two exceptions in my partnership I would say no. The positives have been the links that certainly at least one member of staff has made with the primary schools in their cluster. (pause)
Maybe the best, the way a lot of the high schools see the programme as having most success as increasing numbers on role, increasing their reputation and how much work they do with their cluster primary schools. Apart from that I would say the high schools haven't seen any kind of benefit from the programme.

In terms of the information that comes down from the YST that lands on your desk, say another programme that needs to be implemented across schools, how do you do about it.

Usually I say, bloody hell not another one and then I'll probably find someone, and SSCo that probably hasn't got very much to do and say 'can you get on with this'. I don't know, in an ideal world that's what I'd say but I'm quite a control freak and if something comes on my desk that I am enthusiastic about and can see the good in it I'll try to do it myself. The SSCos' all being teachers struggle to do any additional work on top of their responsibilities or working within the school and with their primaries, so if programme comes in such as Playground to podium, or coaching programme I don't think that it will have a big enough impact, or certainly people wouldn't be able to give it enough time in the Borough unless I take it on myself so that's probably why my workload is pretty huge and I haven't had time to perhaps do everything that I would like to because I want to make sure the things I do do I do well rather than palm it off onto someone else that will chuff it up. Something new lands on my desk and I think, that's a waste of time can't see the benefit it that, then I'll either not put a great amount of effort into it and just make up the figures when they want them at the end of the year or whatever. Give it to someone I know could do with the experience but won't make a great impact but if it's a good one then I'll think I'll probably go do this myself and delegate other people to take on aspects of it but do the overseeing, responsibility for it.

We've talked about figures and the annual survey – what was your perception around the data reporting at the end of the year.

I thought the theory was sound, I thought it was a very good and well respected and well run survey. It was quite an onerous task for teachers to collect all the

data and therefore it was seen as a chore and a lot of schools I know made up results so I would question the accuracy of them. I know for a fact there were two or three schools the year before last who hadn't done it by the deadline so I phoned them up and they copied and pasted the results from the previous year into this year's one, so it just invalidates all of the results. I think that was because they had too many areas that they were trying to hit. If it was more focused, direct, narrower, target and you just had 4 – 6 questions then I think the accuracy would have increased and you wouldn't have put so many people's noses out of joint. Cause teachers at the end of the day, they were having to teach their lessons, plan and assess and do all their normal things but also ask every single kid in the whole school 12 – 14 questions that half the kids didn't even understand. So I think the theory behind it was good, it was just implemented a little bit over the top.

What would have been your four to six questions?

I knew you were going to ask that! (laughing). Bizarrely I think one of the most important questions that, I can't even remember, god it's so long ago now, I can't even remember, it wasn't even one of the questions on the survey but I use to staple it on the back every year. Was 'which of these sports would you like to be involved in and currently run' but the ones that were most useful to me were the 2 hours of PE, the out of school engagement, the clubs that, the activities that do run. However, that was one of the most useful questions what activities do run, but when we got the results back it was never broken down into what the most popular activities in the Borough were, we just used to get an average number of how many sports the school does. Which made the question completely pointless to me. So yeah, those three questions were useful. Questions like G&T completely useless because schools have different ways of evaluating G&T. I didn't see what the purpose of it was for the PDM let alone the school. I'm trying to think what the other questions were, if they were linked to community clubs, well you know, what's a link? Their definition was so bad that I had some schools just print posters for their local sports club and put it on the notice board and that was a club link. So (laughing) you had some coming back with 50 club links and some coming back with none. So you know the more questions they asked the less the accuracy was there and more invalid the data was. So which is why I just use to staple one on the back, to help our planning for next year 'which sports would you like to put on' so that we can work with those coaches to deliver it for you. But that was never included in the actual survey.

Looking back at the changes announced in October 2010 what impact has that had on physical education and school sport?

(sp) clears throat, ummm to be very polite a detrimental impact. It has undermined everything that we have been pushing for the last, me personally, four years and the whole partnership the past 8, 9, 10 years. Saying that we are looking to create a legacy for the Olympics this is going to be implemented all the way up to and after the Olympics we are going to have a world class physical education and school sport system by having links with the local schools, by having links with clubs, by increasing participation numbers and due to the change in direction

and the reduction in funding it's absolutely no way that those targets are going to be hit and they are not even, they're being completely overlooked. The whole process now of looking at competition I believe is the wrong way, because my *personal* experience has been that so many kids are overlooked because of competition and the competition manager programme which I didn't mention early which has just come into my head that I think was a complete failure, erm, encouraged schools to go to competitions and they were already complaining of competition overload. And now we have the national school games competition which is encouraging even more competitions up to 30 sports and schools have just taken one look at it and said you have got to be joking. Because we have got the same handful of kids that are entering every bloody sport and they are always going to. Whereas the SSP programme was all about participation and we did pick up the kids that weren't participating in physical activity and they were getting physical. Whereas now you have got the intra competitions yeah that's great but they all do intra competitions and sports day and whatever anyway. But it doesn't get kids involved in new sports, it doesn't encourage them to go to the clubs. The emphasis on competition is just (sp) the wrong emphasis in my opinion.

Is there anything else you would like to say about the programme?

As I just said that it's just come into my head, I'd like to say perhaps a couple of other things about the competition manager programme – myself being personally involved in it, and maybe my frustrations have been blocked to the back of my mind psychologically because it was just a complete shambles. The,, I felt when I first came in, and I've said this several times to colleagues in the past, that the presentation I had to do to get the job bore absolutely no resemblance to the job itself. The first 6 months were, as I say I came on board right in the beginning of the programme, the first 6 months or so my direction changed from week to week, month to month and we never knew what direction we were going in. The competition managers would come in and, done a job that didn't need doing in my opinion because it was already being run. From the three boroughs I have worked in, well enough not to warrant a specific person. What did need doing was the national governing bodies did need to have their competition frameworks, that was a good piece of work, but the way they were implemented was completely the wrong way of doing it. They should have been implemented perhaps through the clubs with the support of the clubs working with the schools rather than someone coming in saying 'you are doing it all wrong, this is how is should be done', because people instantly got their backs up they were told what they were doing now was wrong they needed to more when they were already doing enough and instantly every single person that I worked with was just like 'no thanks'. Competition managers were eventually just being used as general dogsbodies by running the competitions, collecting registers, collecting entry forms, sending entry forms out and anyone could do that. Teachers were doing it and I think now they've actually been detrimental because teachers have become deskilled and you use to have some really good motivated teachers that would run the competitions and could do it all themselves just needed some direction. And now the competition managers have come in, taken it out of their hands, buggered off and now all the teachers are saying well I'm not going to do it myself or all the

teachers have changed and we haven't got anyone to run competitions. So it's actually had a detrimental effect on competition.

There you go, I have said my piece.
 (laughing)

Do you feel better?

(laughing) I feel much better, I've got it off my chest, thank you.

SSCO2 SSP1

So, what's been your involvement in school sport partnerships?

Right, I'm currently an SSCo in the [name] school sport partnership. I've been doing that since November last year, so 10 months. Before that I was in Harrow for nearly five years, I guess. So I was the PDM and moved over to Harrow and I was the PDM, the PE advisor in the LDA over there and then, so I did those three roles for about two and a half years full time. And then I did those three roles three days a week, for a year. And then for my last year or so, I was a PE advisor two days a week, and colleague did the PDM role full time. But we worked closely together, so yeah..

So you've been quite involved in the program for six years.

Six and a half years, I guess.

So when did you first get involved with the school sport partnerships, 2006, 2005?

2005, it was just after Easter, 2005, so April 2005.

Okay, so what I might do, your interview might be slightly different to other SSCo interviews because like to explore your PDM experience as well.

Phase 9, if that's any help]

Phase 9 ok,

Probably looking at your PDM role and reflecting back on that first, then I'm assuming you're from QTS background.

Yeah.

What size was your partnership in Harrow when you were PDM?

Okay, so I started after Easter and we had eight high schools that started at yr8, yr 7s were primary and primary designated middle schools. So I had eight high schools, but we were in the process of, I started in April 2005, and in September 2005, all the schools came into the partnership. So we were kind of working to get them all in. So when I started, it was eight high schools from yr8 to yr11 they had no post 16, and it was all the middle schools, and all the first and middle schools, but only the middle schools were involved. And then from Sept 2005, the other two high schools came on board and then all the other schools came on board. So middle schools that were ju..the first schools, that were just first schools became involved. And then the first and middle schools that were more like primary

schools, then the first schools became involved as well 'cause they had only been working , it's very complicated, they'd only been working from year 4 upwards, so 4, 5, 6, and 7 in the primaries, in 50 odd schools, then eight high schools, and then from the Sept 72 primary schools and ten high schools. Two specials – one secondary one primary.

Were you situated in a sports college?
Yes and no. The idea, because I was the PE advisor as well I was going to split my time and work, be based in the high school, and be based in the borough, but it just did not work being based in the school at all. From a practical point of view, it took them six weeks to get my, get me sorted out onto any kind of computer system. I had no phone, so I just worked at the borough, which actually I preferred. It was better with my job, I felt, because I was a bit removed from the sports college who were having issues anyway, within their departments. And I wanted to be a bit removed from that, because there was a point where I was maybe going to have to go down to the competency route with the head of PE and I didn't feel that I should be in the school.

Right, so a conflict of roles here?

Yeah and also I preferred working in the borough.

So were you involved in the setup of the schools in the partnership, or were they already sorted?

No, that was all inherited and not very much wiggle room either because they were very fixed about what they do. The Catholic primary schools that went up to yr6 all wanted to be in a family together and basically if you tried to split them and put them in geographical families they would have left partnership. It was all very political. So, but it worked, yes, it worked I think.

I'm interested in your saying it's all very political in terms of the schools…

Yeah, the primary heads have a lot of power in Harrow

With you coming from a QTS background? And how did you feel the program sat with you in terms from an education point of view? PESSCL program?

I (sp) thought it was good. I thought the premise was good. Always felt the whole banging on about the two hours was *just* ridiculous. Particularly at primary, they could have two hours on the curriculum and at the time get their sportsmark and get all of that and not do two hours. The two hours on the curriculum as well, didn't take into account changing time so you could go into a school that had a hundred hours on the curriculum, let's say. And there were a few of these in Harrow I first started. Had a hundred hours on the timetable, but what they used to do they use to change the kids, or the kids come in to school in their PE kits and they would change at break time or whatever, so they were not wasting any time.

So they had 100 minutes, I said 100 hours didn't I, of delivery time, but they weren't getting the recognition for that wheres schools with a 120 minutes on their curriculum, but the kids took 20 minutes to get changed at the start and still 20 minutes to get changed at the end, would get a pat on the back for that. So I think it was a massive flaw, a lot of the SSCo's felt that it was just hoop jumping and that was a real big problem on the morale front, trying to get them to take anything seriously that the YTS talked about.

YTS? Do you mean Youth Sport Trust?

Youth Sport Trust, oh yeah, sorry, because they just felt that itt was just a box ticking exercise, and I think that it was. Whenever you spoke to the Youth Sport Trust about it, they didn't want to know.

Thinking back to when you started as a PDM, all those years ago, what support and resources did you get from the Youth Sport Trust to start your role?

I was part of a group, there were about 15 of us that I think all started together. And there seemed to be quite a few that were sort of in the vicinity, not too far away, sort of in London. We had sort of the induction which was actually quite good, I thought. I can't remember who did it, Jo Pilgrim did it I think and Phillippa Constable from Hillingdon came over and sort of gave a talk and she was the link, PDM who sort of buddied up with us. She came over and did a few visits over to Harrow, which was good. But actually I think the thing that was most helpful for me was the network I made, so Jaqui MacDonald started the same time as me, and you know, 10 minutes up the road. So initially we used to meet every week, and just be going 'my god!' so that was really good. I felt that I was quite lucky that I had JP cause although she sort of was a bit funny about some things, she was definitely on my side. There was a huge amount of history with Harrow, the lady who'd done the job before me, they hadn't been able to fill the post because of what they wanted people to do. So nobody had taken the post, and they had to tweek it and various things but basically my predecessor had gone down to two days a month so the PDM role had been divvied up between the SSCo's who were getting pretty hacked off at it all and I think the authority was quite a stumbling block, particularly my line manager who actually ended up being really good. But JP was massively on my side, spent quite a lot of time with me which was good.

What was JP's role?

She…., was she my area development, I don't know, my area, I can't remember what the title was. She was my immediate boss at the Youth Sport Trust for the area. She was London, London and the South East area, development manager or something and then Suzanne Gough who was the continuing professional development lead. She was my person for that, she was about as much use as a chocolate fireguard, to be honest.

So you had your induction.

Yeah, two days or four days or something.

Okay, what were your, though discussions with other PDMs and their involvement in the training. They found it useful cause it was about sports development which they really didn't know a lot of. Can you recall what your resources were like, whether you thought actually no that's not, it was, I had to work in schools, what did the resources contain that was useful for you?

You know, I can't remember. We used a lot of post-it notes, quite a few of which I stole, I seem to remember 'cause we didn't have any in Harrow.

But if you were to sum up the program or PESSCL, and had to put it in an education box, or sports development box?

It was very much in an education box, I would say. And I don't know whether that was because I came in from QTS background and I came out of the school, I came from a city technology college, so we were working outside the local authority. So we didn't have a huge amount to do with sports development, or anything like that. So whether I was just seeing it from that angle, and also, yes maybe. I saw it very much, cause, particularly the figures. I saw it very much as an education thing, I guess.

So what did you understand and we will transfer it through to] PESSYP as well, but what did you understand as PESSCL, or what was that strategy?

More kids doing more PE of a better quality. For me, I think the focus at primary was looking at the quality. Although again, the Youth Sport Trust was saying, "quantity first, quality after" which again I thought was not a very good way forward.

What was involved in PESSCL, so you had your two hours?

What your ten strands? You're not going to ask what the ten strands are, are you?. I can't remember… swimming

When there were six strands wasn't there in PESSCL, and then ten in PESSYP

Oh ten in PESSYP so there was Swimming – I remember that sort of standing on because then we got all that money, didn't we? CPD, Gifted & Talented, was it the two hours? Can't remember the other two. What where they? (lp) yeah, inclusion….. no idea

I think it just all got wrapped up.

Yeah.

Club links

Ah yes. Which was a real issue in Harrow

Really?

Sports Development Unit were hopeless.

But because it was the PE school sport, club links strategy. Who did you think the club links sat with, if you're saying Sports Development were useless.

I feel that it should of sat with, between the two of us, but with us looking at feeding kids through into the clubs. But there was nothing happening in sports development, so most of the club links stuff that happened was happening though staff that had links with clubs themselves, or with really active clubs like the swimming club for example was really really active in Harrow and they did a lot of work. Initially when I started the sports development unit struggled, and they appointed two very good members of staff and things took off, which is great, we had much much better links. Then with the cuts, those two members of staff went, so I think they are back to square zero again, which was a shame. Dan probably harped on about that, at length I should think. He might even of told you about my rant that I had about Errol's jumper when he came to one of our meetings, anyway I'll gloss over that.

What do you think the schools understood by PESSCL? What did you take out of the strategy to tell your schools? Did you [give them the whole strategy? (NO) **You know, "this is it".**

I think the schools that were switched so, that were really engaged with the whole more kids better quality PE engaged with the whole thing. So looked at it as being a really good opportunity to get more kids doing more activities, different activities, using the SSCos to help train staff. You know, sending staff on training, you know all those kind of things. So really got engaged with it. I think it's the same everywhere. And then some schools saw it as a pain in the ass because the SSCos were phoning them all the time saying 'when do you want me in', cause the other thing that we did was we did provide curriculum support. I know we weren't meant to but we did. And other schools used to try and just see it as free PPA cover so there was a real range, there was a real range. I don't know, and again I think depending on how good the PLT was in the school, the coordinator, but some teachers you go in and be supporting them and they'd know who you were and they'd know what you were doing and others would be like 'so are you a coach? What are you doing?' It was a real variation. The good schools either had a good PE coordinator and a good head or they had a very very strong head who pushed the PE coordinator or both.

Did you get the PESSCL policy and you know you said more children doing better-quality PE, how did you portray the outcomes, I suppose, of PESSCL

to the schools? Was it the fact of, you know, rather than give them the PSA target,

We did, we did talk to them about that. We did talk to them about PSA target, but actually because we had some schools, particularly in the first schools 'cause they just joined in September, we were actually saying to them, "This is kind of nationally where people are going, but actually look at where you are, look at your start point, what do you want to improve, where do you want to see the improvements, what's going to benefit your school? There's no point in us, in us saying to them, "By the end of this year, you're gotta have two hours on the curriculum if actually that's going to be two hours of dross or the two hours is there and teachers aren't going to be delivering it. So you know, we said "What is going to benefit your children, and what's going to benefit your staff? We did it that way, so it was very much, kind of bespoke to individual schools. There were some schools that when you looked at them on paper, green, green, green, green, green. But I actually knew that they weren't doing what they said they were doing, or the quality was poor. So they needed different support and different guidance in what they should be doing. So yeah, there was a real, for a small borough, there was a massive massive range, massive range. But the thing that was good what the SSCos were all really experienced and they set the program up, cause my predecessor was sort of two or three days a week, which, when they rolled out the partnership initially. The first round of SSCo's were all Heads of PE and then when I then took over, one of them was a, a core, you know just a bog standard PE teacher. But the others were all heads of PE.

Were they were teacher release?

Yeah, we had one and then we had one lady I don't know how they had done this with finances who worked as um, I can't remember the job title, what they called them, what the Youth Sport Trust called them, so she was kind of a floating SSCo and she was our dance specialist, cause dance is always a need in primary.

A specialist link teacher?

Yes, So she did that. That worked quite nicely.

Did your SSCo's remain constant or did they change?

Yeah, so (lp) the time that I was there, over five years I guess, one girl went off on Mat leave, so Liz did it for a year. Yeah that was the only change I think, so really constant, which was good…… in some ways.

And how were your discussions with head teachers in primary schools, maybe the ones that didn't get it?

Mixed, very (lp) very erm, almost like the kind of conversation you'd expect to have with an NQT who didn't like PE when they were at school. Do you know what I mean? You know, some of them, you know, you would sit, particularly

with first school colleagues. You'd sit there and they would be like 'I was really rubbish at PE and I hated it' so 'I didn't like going out in the rain so we don't make them go out when it's raining and when it's cold'. You know this is a head teacher and you're kind of like 'do they go out at playtime when it's cold? 'oh yes they put their coats on' so you are like why don't you let them put their coats on and go outside when they do PE?' Hmmm I don't think the parents would like that'. yeah very mixed, very mixed. I mean a lot of them were very supportive. I think there's such(sp) such a range of standards within Harrow, because it's so densely-populated. So you'll have you know like we have round here you've got some schools that have got in excess of 50 home languages spoken and the issues that come with that. Schools that have got very high student turnovers, cause that's where refugees are put when they're first moved, and then they're moved out. So you've got lots of turnover of kids that can't speak English. Trying to explain, trying to get across to a teacher that actually, if you're doing physical activity, children don't have to have much English as a language. They can watch and actually some of the work that I've done in the primary schools with kids sort of over a period of time. I remember there's this one Polish girl who had been in the country three weeks when we first started with her. But she could, most of the words she knew were sporting words; so she knew football team names and football, things like that. So it's a way in and I think sometimes with league tables and things schools can get bogged down with it but also being measured on their numeracy and literacy the first thing to go is always the PE. Whereas you know you are saying to them this is a
way in, you know, counting, you know, all that kind of stuff.

Do you think that numeracy and literacy, well the PE is still the first thing to go?

Yeah

Even now after the programs?

If you're working with a colleague who is not keen on PE, yes - first thing to go, you know if they're not keen on something, oh we've got to finish, finish off this literacy. Or they'll use it and this is something I was never really keen on even when I was teaching, is using PE as the punishment tool. So you regularly have colleagues who would come to us so say he hasn't done his maths homework, 'I don't want you to take him to that fixture'. And I'd be like, okay so if that child doesn't bring their PE kit, can I come to you and pull him out of your math classes? Oh no, you can't do that, well I'm like hang on a minute.. In some ways you, if it was a behaviour thing, then you know that's ok, you know I would always say to the kids that [You know, you're in the rugby team this is the behaviour I expect across the school. But and with primary schools that was the case but you know saying them to them you can't come because you haven't done your maths homework, you know, the Maths teacher needs to deal with that themselves. Don't get us to do your bollocking for you. Yeah I think there's a lot of pressure on primary colleagues, I think because it's not *officially* measured. It's not something that, it's not limiting judgment in OFSTED is it.

Now, looking at your primary colleagues and the head teachers that were like 'wear their coats etc' . you had PLT funding available, to improve the standard and quality of PE. Do you think it did?

I think with some it did. I think it allowed access, particularly towards the end of my time at Harrow when there was the problem with rarely cover with staff being let out. One of the things that we did was to really tighten it up. That was the first thing I did. My predecessor, when she used to get money, she'd send all the money over to the schools so they'd get their 12 days worth of money. And then they would count how many days they'd used and start to try and pull back the funding. So drew a line under that one and they had to fill in half termly invoice - claiming forms and there was a list of things that could and couldn't claim, there were certain things that they had to attend to in order to claim for other things and there was expectations.

Did they use it all on, or did you use it all rather than invest it all into training/CPD?

There was a mixture. What we used to do was we would give them , we either gave them 10 or 11 of the days and some of the money kept back. Because the other thing was I had,my first year I had about 50k in the CPD pot from the, from that farce that I managed to hide away as all the LDA's did and still have some left. So some of it was on CPD so we said that they had to attend a certain number of cpd's over the year whether it was in the partnership family days or whether it was other ones and also one thing we'd try to encourage. It wasn't always the PLT that attended, that other people attended as well. And then we used to try and get them to use at least one of their days supporting colleagues as well. So whether that was face-to-face or team teaching or them doing model lessons, whatever.

So if we were to look at it now, from your initial five years of working that way, do you think the PE has improved in most schools and that it is of a higher standard now?

I think in some of them, it has. I think one of the biggest battles is the initial teacher training. The fact that you have still got colleagues coming through, in primary, you can be starting teaching and have done no, had no PE experience whatsoever and the Universities don't see that as a problem. Which is a bit of a concern. I think colleagues have got a better general understanding around multi-skills the fact that basic things like warmups, you want to try and make your warmup relevant to your main focus. Still really basic stuff I'd say.

So do you think it had of has had particularly in the time you were there or what impact it had on the actual day-to-day teaching of the subject?

I think it definitely raised the profile of PE, whether that was for good or bad. I think it depended on the interpretation by individual colleagues. I think the problem is (sp) that (sp) there's still a lot of variation across schools and it

depends very much on who's at the helm. So if you've got a strong PE coordinator who's going to properly monitor has got the knowledge and understanding to go in and monitor colleagues and watch them teach a lesson and say well actually, that was good, but your questioning around that wasn't very strong. What are you doing to extend your G&T pupils? What are you doing with so-and-so, he or she doesn't want to join in? You know, all that kind of stuff. And I think it's just the knowledge and understanding, it's not at the level across the board that it should be. Whereas I think the majority of colleagues could probably watch another teacher in their school deliver a literacy lesson and be able to give them quite good pointers on the teaching and learning that should be going on.

Okay, we've talked quite a lot about primary. What do you think the impact was on the day-to-day teaching in secondary with PESSCL.

Pretty minimal I'd would say.

Why?

This is where the problem with the big heads of PE fell down because, I can say this because I am secondary trained.I think the secondary PE teachers are very much,'do you know what I've done my training and I know what I'm doing, my department's running fine and I'm winning these, these, these competitions and I've got these ones earmarked to win this year. Don't need to worry about sort of moving things on, actually we're fine, we've got all the equipment we need. We could do with a bit more money but we're actually fine'. And I think the fact that a lot of secondary colleagues tend to feel that's they've got the expertise, there isn't so much of a need, or feel for a need there to push on and look at doing things a different ways, you know, they'll chuck out, some won't but you know a lot of people will chuck out the same old lesson plans year after year after year, and that was a real struggle. You talk to colleagues in school, particularly secondary NQT colleagues or teachers who have been teaching a couple of years and say, "what CPD do you want? They tell you and you put it on, and then they wouldn't be released or they wouldn't want to do it So that was quite tricky. I think there was despite the information that went out, conversations that were had, I think there was still a bit of a lack of understanding around what the SSCos actually did.

In terms of?

Well you've got, "Oh, your part time, what are you doing here?" and until

But hey are heads of department, do you think they still had that same?

Yeah, I think so, they had no, they didn't have any understanding what the really good ones did. One of the guys, he split the SSCo role. He did a lot of the admin and ran the competitions, but the actual delivery, he split amongst his team so they all went out and did some stuff in primary. He was very good actually so they had an idea that it wasn't just disappearing off and having an easy life, you know and doing it that way. That's where it works really well.

And what were you...?

But the department, I don't get the feeling it's so much like that over here the departments very very split over at Harrow so you would have a head of boys PE and a head of girls PE. I'd be like you don't have a head of boys English and a head of girls English do you for god's sake.]. I had a head of PE and a second in PE. Even though they were teaching like mixed lessons, they would still have a head of boys and a head of girls, two separate offices, two separate changing rooms, you know it was very strange. Quite a few of the schools actually, very bizarre, very weird, but that's just historical because there were quite a few heads of PE had been, you know it was the only school they had taught in.

So what did you think the impact of PESSCL was in secondary's, if you were to sum it up?

I think it gave the leadership stuff a really good kick up the ass. I think there was a lot of leadership going on, which was good, which then filtered down to year 8 and 9 sport educations and some of the young leader stuff that they were doing. I think that was really good. The leaders were used a lot and there were some really good leaders. I think it gave colleagues a really good understanding of where kids came from as well. So coming from year 7 in to year 8 gave them a really good understanding of you know… *why* there were problems. You know, "Why am I trying to teach year 8 gym when I've got kids who can't do a forward roll and they go into primary, and you can see these massive year 7s and a tiny little primary school hall for a class of 30 trying to do gym. [You know the year 7's they are now in the secondary's, but that's only the last 2 years I think, so it's only very, just recently that they have moved across

Okay, I'm moving forward to looking at PESSYP, I don't suppose you in your one and a half years, in another role then and obviously joining a new school sport partnership. Do you feel there's a difference between PESSCL and PESSYP?

For me, I don't see a massive difference. I don't know whether that's just because I've stepped away from the PDM role and I'm just doing a different role, I think thank god I don't have to worry about that anymore. I think it's a bit complicated actually for primary colleagues to understand. I don't know if they're all aware that it's actually changed. It's not something I really mention very often when I talk to them about it. Maybe I should, I don't know. (lp) I think it needed tweaking, but I think...I'm not sure about that to be honest.

Okay, thinking back to 2006, and the decision in Singapore to give the games to London, the Olympic and Paralympic games, do you feel that affected PESSCL or PESSYP or physical education in school sport?

I think so.

In what way?

I think it's very exciting, you get the odd one or two harbingers of doom "Oh it's gonna cost billions ra ra ra". And then you say to them, "It's a really good opportunity for engaging, engaging pupils and looking at the whole of this year, the planning for the whole of this year around the Olympics, and going to the sites and visiting, and linking it in, particularly in London with schools where you have got such a multicultural community within your school. How you can involve people in the *wider* sort of implications of the Games not just the physically taking part all that kind of stuff.

Do you think it affected the actual strategies?

I think at the very top level it did. They're are trying to push it. I don't know how much of a link-up there is between the strategies and what's happening in schools, 'cause I think schools, individuals are very excited particularly now people know if they've got tickets or not so there would be people talking about it that way. Obviously their strategy is there, pushing forwards, but I don't know how much, do you know what I'm saying? . I don't know how much of a link up there is between the two, whether the schools have been inspired by the strategies or whether the strategies are just happening, and schools have just kind of self-inspired, as it were. I've a feeling it's probably the latter. I would say.

Thinking about your role as a PDM, as involvement with across the program as a whole. But the school sport partnership program wasn't just about delivering however many strands of PESSCL and PESSYP, because you have a number of the programs come on board with it, activity-based programs such as the Big Lottery fund, *(laughter)* multiskills, etc. Can you remember how many programs you were involved in running through the overarching PESSCL strategy?

Yeah, we had the old (sarcasm, loud clearing of throat) nightmare that was big lottery, which was just great. Some really good stuff came off the back of that. The sportshall athletics that we did at middle school age, basically was driven forwards by the lottery, and I'd say that was one of the really big successes at Harrow. They started it up with big lottery funding and once the middle schools had had there three years of big lottery funding, the money stopped but it was something that was carried on because actually the sscos saw the coaching that they did in schools to prepare the kids for their sportshall athletics as being really valuable for helping with feeding kids into secondary's. And also the primary staff enjoyed it and they enjoyed delivering it and they found that to be really useful for fitting in with the athletics, but also the fact that you can get a lot of kids active in a very small indoor space. We had really good links with the athletics club and they would send people to help with it. That worked really well. That was a really really big success, I would say. We had a bit of a massive problem with the big lottery when I went on my first maternity leave, because the guy who did my role did nothing and we got, we nearly got thrown out of the whole big lottery program, nightmare. That was quite interesting.

How did you find the big lottery process?

A complete pain.

Why?

Red tape, red tape, red tape, forms forms forms forms. The individual kind of officers that I had assigned to my case as it were, were very helpful and were very knowledgeable and you could do stuff and send it to them, and they'd send it back. The process was just massive. You really did feel like a tiny little cog in something that had so much money. And you just felt, you were jumping through all these hoops. So you would fill in those bloody forms, four or five pages of forms wouldn't you, and send it off and get the money. But then knowing that actually you weren't going to do that. You were just going to send, you put that form in because you have to do that, and you have the evidence to say that's what you were going to do, but you knew that come September, that was all going to change because they were having a massive rebuilding programs. So actually in September, then you fill in another form and say how I'm going to channel that x thousand pounds into another activity that's going to target a similar group of kids and I'll just sign it off. It was all a bit weird] really. And then, coming back my first day back from maternity leave, after having my eldest and finding out we were having three big nobs from big lotteries, visiting the following week, cause nothing had been done and I had this massive process to do. It was quite stressful, but it was fine in the end.

What other programs did you have? Came flying onto your desk from the Youth Sport Trust

Well we had all the CPD stuff, do you mean that as well?

Yeah

Programs, Top-up swimming – that was a pain in the ass as wee. What else did we have?

I'm trying to see what work you did and what the PDM did on a day-to-day basis , or a term-to-term basis.

Oh ok, When it was just me, a lot of it was fire fighting. Quite a lot of the work was managing the SSCos but then looking at PE advisory stuff, so quite a lot of work with head teachers around issues that were coming up with health and safety, swimming in particular was a bit of a nightmare. We had the Top-up swimming and I can't remember when that came in. So there was the money for that, managing the big lottery. By the time some of the, god my memory is terrible, by the time some of the other grants came in, so the (lp) Sport unlimited - That was managed by the two strong guys in sports development, they did all of that. Which was brilliant that they managed that. So that was still when I was doing three days a week, I think. And then I think Dan took over more of that

money [when he took over the PDM role full time and I went down to two days a week, I think. Yeah that sounds about right. It's all so long ago.

Well let's bring it up to date then, your role was...

ooh coaching money as well. Sorry, go on.

Talking about coaching money, I'll flick back like you have, you've put me off track. What was the question I was going to ask? No, that's fine. Do you think at any point there was, you delivered more practical as opposed to admin and then it tipped from admin to practical

It was always more admin. I think mainly because part of the fact I was doing three roles, so it was juggling the three. It was lots of admin, lots of meetings.

How was it working with people outside the schools, PESSCL had the club links part of it?

Yeah it was quite interesting. It's always quite difficult trying to get people that don't have any involvement in schools, trying to get them to see how schools work. Some are better than others. Some of the work I did with the PCT was just like bashing your head against a brick wall. That was quite tricky. They've just got no understanding of the way schools work, and the kind of lead time schools need particularly with little ones, getting little ones out to do things. You know you can't ring up a school on a Monday and get them to release yr3's on Friday- it just doesn't work like that. So yeah, I think very much if you built a relationship with an individual, that worked really really well. But on a whole, if you worked with like big organisations, that's when it became quite tricky. There's so many abbreviations and stuff and you're kind of having to explain, wherever you were, and explain what you're doing, and how it works, that sort of thing. So we had some external sort of agencies - clubs, that sort of thing work with schools and sort of knew how the schools worked and that worked really well. And then we had some new ones that came in that kind of got board and others that were just like, just didn't get it all.

But for you, how was it for you to work with?

I quite liked it.

Was it the same as what you're doing in schools, or did you have to kind of..?

You had to kind of tweak it 'cause you're trying to sell things from a different angle are you, or trying to get the external agencies to come round to the fact that you want them to come from an education point of view.

Do you need them to come from an education point of view?

I think they had to be seen to be coming from an education point of view, with a lot of the head teachers that I was working with. Otherwise, they wouldn't of had them in at all, so you're *not* just delivering so let's say, I don't know you had someone a basketball coach going in. They're not just delivering basketball they are meeting the ethos of the school - so everyone takes part, everyone was kind to each other, all that kind of stuff that goes around it. So you're not just looking at the delivery of one thing. I think there's still quite a lot of primary heads that are a little bit twitchy about what was seen to be a dirty word competition and elite. But yeah I think there was still, you know you would go in, particularly when the first school heads and say, I don't know, 'we've got this person who'd like to come in and do some work your yr2's', and they'd be like, "Is it competition? Are they going to be part of the competition? How they going to get them there? What about the children who aren't picked to be part of the team. How are they gonna pick them to be part of the team so they would think about real micro-management of the situation and look at it that way. I felt that quite a lot of what I was doing was sort of playing ends and middles. So I'd be in the middle, talking to the head teacher, "Oh yes, we'll do some work with them, we'll make sure they're coming, you know and following the ethos of the school and nurturing the children, and going back to that person and saying, "Well, yeah, that's great and we want to try and get a team together." So doing it so a lot of it was going backwards and forwards I think. Just trying to keep as many people happy as possible.

So bringing it to date, you're now an SSCo. Do you feel there's a difference, a significant difference, between the role of SSCo and PDM?

For me I don't think there is. When people ask me what I do now, I basically say I'm doing the same as I was doing before, but I'm doing it with six schools rather than 17. I *love* it. So I'll still have similar meetings with schools, so I'll go in and say "This is what I can offer, this is what we can do." So rather than before, I'd have a meeting with a group of primaries, let's say, and say, "This is the leadership program. We can get this set up. I'll have a day I'll train all of you and then I'll do our bit here and there and I'll come in and monitor what you're doing. I can now go to schools and say, "This is the leadership program and I can come in and I can work alongside you to deliver it. So actually, I think it probably makes a bit more of a difference, cause it's much more operational, which I quite like, actually.

Do you think there's a difference and this will call on your PDM experience role between PDMs with a sports development background and PDMs with a QTS background?

I think so. Places where I've seen it work really well, are in boroughs where there's two PDMs, and one's got QTS and one's got a sports development. And I think it worked really well cause you're coming at it from different angles. So you've got the education experience, which I think is really important, particularly for getting through the front door. And being able to speak to staff and saying I've got QTS. Teachers are the worst for being the whole "arms folded brigade" 'hmm

haven't got QTS, you know, you'll never believe it - they haven't got QTS. They're just a nightmare for that. But then also, even coming from a sports development background, you have a much better understanding of seeing the bigger picture, knowing where the money is, knowing what the links are and how the links can feed in and doing it that way. I think that works *really* well.

And if you looked at the program, do you think QTS are more successful than sports development or vice versa?

I don't think it makes a difference.

Okay, if we had our time again, so to speak, what do you think were the aspects of PESSCL and PESSYP that were absolute? They worked, you would keep them,they were the advantages of the program?

I think all the moaning I did about, I think the money from big lottery was vital, because schools need money. The problem is that, that was a double-edged sword. So the money from the big lottery is brilliant, then it's how do you make it sustainable? But I think programs where colleagues saw it really added value, like the sportshall athletics in Harrow. They found a way to carry it on. So that was really good. I think(sp) the thinking behind the two hours, I think it was good. I think the practical monitoring of that was really poor. And there were so many gaps in that, that meant people could exploit it. Because I can remember being told by JP at on of the first meetings we went to, "We want quantity first and look at quality after." And we were told that, they'd probably deny in now, but that's what we were told. Because that was the big measurement, wasn't it, that they were getting all their money from. I think the money initially, the PDM money, SSCo money, the teacher release money was great. I think there could have been a lot more flexibility about how the money was used.

What kind of flexibility?

Around 'official' flexibility because all PDMs got around how the money was used didn't they. But being able to, having, being able to officially say rather than having to hide the money and say, and basically say to them 'we're only giving our schools six days out of the eleven because we need the rest of the money to be able to pay for minibuses to transport kids to festivals, tournaments or whatever'. But *that's* how we make it work. So I think having a bit more transparency, making it less stressful for the PDMs, that would have been quite good. But I know they have to jump through money hoops don't they, which is tricky. I think elements of the CPD were good, the TOPs program was excellent. I think the cards that were given out were really good. The modules from CPD were crap, the PLT training modules for new PLTs, depending on who did the delivery, were either good or crap. We were really lucky. We had two really good lady who use to deliver it so that worked out really well. Two days a week for the SSCos was good. I think it worked well that they were all quite senior. We also managed to get a core day where they were all released at the same time. That was always quite a battle. But that worked well.

What would you get rid of In PESSCL, PESSYP?

Youth Sport Trust, I would have booted them into touch.

Why?

I don't like being told what to do, and I just felt they told us what to do too much. I didn't like going to their Conference, where they all had their bloody carnations in their lapel. That used to annoy me. I feel that I had more support from local PDMs, than I had from.. constructive support. You'd phone them up and they'd give you the party line and then I'd ring Mick or ring Jackie, and she'd be like, this is what I'm doing, I'll be like, okay then I'll do that as well. Um, what else would I get rid of? Some of the reporting it was very (sp) arduous. And also you've got, I don't mind writing reports for people if they're going to be read. I just think a lot of those sheets that we have to do where it was literally; you know, they could have headed them up. What have you done? Has it worked? What are you doing next year? Will it work? But you had about seven columns, didn't you, which was kind of like, what have *you* done? What have your SSCos done? Then there was those two columns that were like, the two most tiny different shades of gray, but you have to, do you know what I mean? I think they didn't know what they were doing with that. That was really bloody confusing, cause it just used to take ages. The whole money thing, I know why we had to jump through hoops with that, that's fine.

Do you think the program was worth 2.4 billion?

Honestly?

Mm hmm

No.

What would you have made your savings and cuts? If you say ok we invested 2.4 billion, was it value for money?

I don't think it was. I think they should (sp) should have made it either a limiting judgment on OFSTED and *properly* measured two hours. I'm not sure how they would have done it. But there should have been a better way of measuring that two hours. And I think lobbying the government to have the two hours as a statutory requirement on the books. Once we're there, as a statutory requirements, the heads cannot argue about it. And then you can get in and you can say, "Right." it's statutory, literacy, numeracy, PE, has to have this amount of time allocated It would be measured and once it's there, then I guess maybe the PESSCL money wouldn't have been used for that. But then, the money that was there so like the PLT release money, would probably, I feel, have been directed in a maybe better way, maybe schools would have taken it a bit more seriously? I don't know.

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But isn't their argument actually wasn't there a statutory time allowance for numeracy and] literacy it was just the two strategies that gave a recommendation on children should be these levels and that's why PESSCL and PESSYP didn't have statutory requirement?

Yeah, literacy and numeracy, you've got staff that are marking to set criteria so they have a way of measuring it. And my argument always was, Yes colleagues should be assessing in PE but they're not. Actually if we put a statutory amount of time in there, then we are getting up there with the quedos so we are up there on a par with literacy and numeracy rather than just being a bit of an ad-on. And then the work of the SSCos, the PDMs could have been, more closely tied in with the work of the advisors. It's whether you think that what we were trying to do is get more kids dancing on dance mats or more kids doing high quality PE. I just think it was the PE and school sport strategy. It's like it's the fact that there was a point when they were looking at changing the curriculum, that we were heading down the road where they were talking about maybe taking PE out, calling it physical activity. And I know that AfPE fought very hard that, that physical education stayed there cause I think otherwise you're then heading towards danger of returning to 1900s physical activity, where you've just got any old random person – get them to do activity. So I don't know how chicken and egg it is.

Whose responsibility would it have been though] to influence the curriculum delivery?

I personally feel that it something, it should come from the PDMs and SSCos, because you can't, if you're not engaging children during the curriculum when you've got a captive audience, how are you going to get them to stay after school or do things? So you're got to make sure that you've got your broad and balanced curriculum, you're addressing the fundamentals so the kids have got those fundamental skills to pull from so they can stand on one leg. They can jump and land without falling over. They can run, they can send, they can receive. So that when they're moving on through the schools, they're doing all their little fundamental skills. And then when they move on through the school, and they start to do more formal sports like your hockey, your football, and they find that they can do it, then there's a club after school and they join, and that's when they go on into the competitions. But I think for some schools, that's looking at too long a picture. I think that sometimes, that's one thing that I got out of being a PE advisor, even more than being a PDM, is you see the bigger picture much more. Because I know what it was like when I was teaching. You're there with a coal face, all you, living lesson to lesson, day-to-day, week-to-week and you're looking at your individual classes you don't really care about where they're going afterwards, and where they've come from, because you are just functioning on what you see there. And I don't know how that is addressed.

Going back to the curriculum battle, if it's the PDM and SSCo jobs, but how far can they influence it? Youth Sport Trust has 2.4 billion pounds of investment [saying], "This is a PE and school sport strategy, which looked I think more on school sport than on PE. You had the Dept for Education, that

had funded this program and yet the curriculum didn't seem to change even with 2.4 billion pounds. So how do you suppose PDMs and SSCos were meant to try and change the curriculum, when..?

I think it has changed in some schools, but then you're back to your schools where you've got a good PE Coordinator and a good Head.

But if you are looking for this statutory requirement, who's decision is it to go 'okay, two hours should be statutory because……… here you go'

I don't know if you are looking then at pushing the PDM and SSCo role more towards the curriculum side. I'm just thinking about from when I worked at Harrow. Primary colleagues who primary literacy and numeracy colleagues who weren't specialist trained in the same way that I'm PE trained. They come from a PE background but let's say they've been the maths coordinator but they haven't had however many years just on maths. The sway that they had in school because it was a statutory subject and they were going in because some of the work that I did, well I did quite a lot of joined up work with them because I knew that was the way to get into the schools. So you would go into a meeting with the literacy coordinator for the borough and myself and a head teacher and Maggie and I would be saying "We can deliver this, we can do this" so we're both coming at it from different angles but meet in the same place. And you can see a lot going on in the head's brain because I'm saying, "We can do this to address your children's speaking/listening", and all this kind of stuff.

I'm trying to draw down really if we're gonna get two hours statutory on the curriculum, who should have made that call?

Who?

Yeah, who should have made that call to make it two hours on the curriculum?

I think it had to come from the top. I think if the Youth Sport Trust was saying and I never got an answer from why it was two hours, cause if you look at the time and you look at all the information from the British Heart Foundation and stuff that's come out recently, and in the not physical exercise, you know the Get Active strategy is it? The fact that children should be doing an hour a day.

At primary level?

At primary level. Where did this two hours come from? And I guess that's why they then moved forwards with the two hours within, and then three hours beyond or something. And you know is it a start point like the five a day, I mean you are meant to have nine a day or something but they've just picked five 'cause nine's a bit of a big number. So I don't know. So whoever decided let's say Sue Campbell was like 'two hours', then at that level, that conversation should have been

happening across the board with the Dept for Education, Dept for Health, this is what we're coming up with because...

Okay, who do you think were the players around the table? You've got Youth Sport Trust, obviously because they have been given the £2.4 billion but if you were to peal of the roofs of Whitehall who's sitting around the table having these discussions. Sue Campbell would be sat there but who else do you think was around that table, trying in the battle for supremacy I suppose in the PE and school sport? I mean Sue Campbell won out - obviously (I'm nt surprised (laughter)) **but who do you think was, I suppose I'm looking at the power plays that took place**

I don't know whether, I don't know enough about the politics whether there was a huge amount of battling between the Youth Sport Trust and Sport England, whether they felt thought it should be their bag as well, because of looking at elite and more medals and all that sort of stuff, don't know whether they felt they should.

But you are looking at UK sport if you are looking at talent coming through?

Yeah, so whether it was them as well, I don't know. Dept for Education should have been there, Health people should have been there. And actually you know, I don't know how much of the bigger picture they saw, but looking at things like crime as well. A lot of the strategies that were, not strategies, a lot of the money that we had for out of hours activities in [borough], a lot of it came from the police. Putting training up there, training up their PCSO's and their youth team and , I don't know what they call them, the police that are actually based in schools, training them up to run football teams, and doing street football and street cricket, all that kind of stuff. But whether they were all there or not, I don't know.

What do you think afPE's role was in it all.

I think there main role is battling on the whole physical education side, and making sure that that is still there, that physical education, physical education is still there and very much, very, very curriculum-based. That's their bag. You know, I think...

But if they are very curriculum-based and I'm thinking out loud, you've got the Youth Sport Trust looking at PE and school sport. Do you actually think the Youth Sport Trust affected what happened in curricular PE?

(sp) Officially no, we weren't meant to be doing curriculum stuff.

so this is PE and school sport strategy you had the Youth Sport Trust looking at PE and school sport and then you had AfPE….

I think there were probably at loggerheads quite a lot of the time because I think AfPE wanted one thing and, I don't know, I just always got the impression I don't

know whether it was the was the representatives that I came across from AfPE at meetings were always the ones that were the first ones to stand up and say, "Right [name]", put her on the spot so I don't know if that's just 'cause of the personalities I met. My feeling around AfPE are that they were battling on the curriculum side, not necessarily old guard because that sounds a bit disrespectful but I think that's where they're coming from and they.., not that they're not bothered, but they see development of the whole child and all children through physical education as being important, rather than worrying about extracurricular activities and stuff and that is the main focus and they're trying..

But wasn't that a main focus of the PE and school sport strategies?

Well we were always told that the quality aspect was down to the advisor the LDA the CPD side, and it was the quantity side that the SSCos were looking at and actually you shouldn't really be doing curriculum support. That's the message that I got… and ignored.

But surely the PSA target was two hours of high quality PE within the and beyond the curriculum. So if you have got 'within the curriculum' in there..?

I know that's my point exactly, but we were told that that's not what you're meant to be doing. I definitely say for the first couple of years, 'cause our figures were very low because the first schools joining some of them had like 45 minutes a week on their timetable. That was what we were told.

Did they all get two hours in the end?

By the time I left they did…. yeah

Looking at the national survey quickly pick you up on this - What are your thoughts on the annual survey?

Hoop jumping

Okay

Did you ever feel that you were under pressure or any of your schools were under pressures to chase numbers, to make (yeah) themselves look better than they were? Was that in terms of the school sport partnership or in terms of the school? who kinda changed the numbers?

I feel the Youth Sport Trust were chasing the numbers.

Okay

Cause I was never really all that fussed about where we came out. My big thing was the fact that I wanted schools to feel that they were making progress and they were best serving their children. One of the big big problems that we had was at

secondary level, because schools had 50 minute lessons, so I remember one of the schools we'd been battling for about 18 months, and they finally got two lessons a week, at key stage 3 and at key stage 4, which was just a massive coup for the head of the department and his team. They worked really, really, really hard, but obviously they still didn't have, you know they only had 100 minutes. They only had 50 minute lessons. And can remember she was really upset about it. And I said, "Look don't worry, I don't care. It's no big deal. You've doubled your amount of PE time, don't worry about the Youth Sport Trust. I'll speak to them about it." But actually, we're not gonna change the whole school. They're not going to change it to one hour lessons, just so that you can get two hours on the curriculum. I said as far as I'm concerned you hit the target that you should have hit. And I think there were difficulties around, there were a lot of difficulties.

Do you think that schools though looked at the, I suppose the league table of annual results, or even just the partnership results and think actually next year we need to beef up on blah because we're a better school than them….?

Yeah, we used the league tables. I remember the first year the tables came out, my line manager wouldn't let me send them out to schools unless they were anonymised and then the next year I didn't ask her. I just sent them out and that made a big difference. So I had to send out the results and I told her, well you're school number 53, so they'd see where they were. But they then couldn't compare their competition school down the road, cause they were all just numbers. You got a pretty good stab at it, but you didn't know.

Did they ever find out, did they ever see the main, because then TNS published the annual report and all the schools were in the back….

They did after the first year, they didn't in the first year but that first year I'd foolishly asked, 'what's the best way of sending this out'? I was told I was not allowed to do it. So after that, I just didn't ask, I just did it. I think it shook some schools up.

Did you think then department's changed numbers, therefore your partnership didn't get a realistic number or did you kind of look at some of the stuff coming in and go, actually I know you're not doing that?

I think a lot of the figures that came in were accurate so they had two hours on the timetable, but were they actually doing two hours? So there was an element of that, and everybody knows there's always going to be people that sort of massage the figures and stuff. Which was quite interesting, I think they were pretty accurate.

Do you think the annual survey was worthwhile? if you looked at all the partnerships nationally and you know (yeah) **your networks…**

I think it was. I think there was some things in there that didn't need to be asked. I think there were some things in there that should be asked.

Like?

Swimming, particularly when we had all that Top-up money, there should have been a question about swimming on there.

But didn't they use to ask for a separate report for swimming?

They did but the annual PESSCL survey was the one, PESSYP survey is the one people all looked at I think, but also why do two things when you can just do one? Yeah I think the question around the sports day and the intra competition, I think that was always a big bug bear. The gifted and talented question was always quite interesting because schools got quite stressed about how they're gonna measure the gifted and talented and that's something we never really cracked, even though they had support on it.

I've got a question about that because in my schools, they could only have a certain amount on the registers as gifted and talented which so you never went about that anyway regardless of, because then schools had to service, personalised learning and plans so if you're gifted and talented so you only ever got in your primary school the statutory four that took up the register.

Yes, so there was that but you've also got staff who didn't know what it meant to be gifted or talented. Or they didn't talk to their kids, so didn't know that they were gifted, you know let's say in yr5, didn't know they were gifted and talented in basketball 'cause they didn't do basketball in the school, that sort of stuff. Quite a lot of holes there. I think the thing that was good about it was it did flag up the fact that some of the primaries needed to be much tighter on who was coming to clubs, how many kids have you got coming to clubs and you'd say to them 'go back through your club register book and count how many kids, get one of the year 6 leaders to do it'. 'oh well we haven't got any lists', 'so you've got kids staying after school and you don't know who's staying?' 'Yeah' Then you're thinking about other schools where you know they won't let them stay unless they've got blood sample from both their grandparents, so whatever, so I think that was quite good. I think it was quite onerous, although you know you've said to people, we used to send stuff out, send them out like sample registers for them to keep. And we'd say, this is the competition, just keep a list of your names and put it in your folder, PESSYP survey is coming, this is information we'll need. Here's a spreadsheet keep it on that there were still teachers that were completely just losing the plot over the whole thing. But you get that with everything, don't you? Some people are just more organised than others.

So, coming forward to October 2010 and the decision there, in parliament, to cut the program; the Comprehensive Spending Review. What do you think the impact of that has had on PE and school sport?

I think it's had quite a few implications. I think one of the big ones is the fact that in some people's eyes, it's devalued the work that's happened.

In some people you, who's in that category?

I think some head teachers think, well actually what was the point in doing it? The government don't see it as being a priority, they've cut funding it obviously wasn't that useful, it obviously wasn't that successful…

But what would they think that if it's now a core subject on the new curriculum coming forward?

Because they think money, money, money.

Okay

I think for a lot of coordinators and SSCo's who worked really hard, I think for some people it was a real kick in the teeth, that they don't feel their work's valued and I think that's the real danger in a subject where rightly or wrongly, goodwill is used an enormous amount, to kind of almost be told well we're not valued. We can't find flexibility and we can't find some money to put into this program, particularly when you've got all these facts and figures coming out around health and obesity and you know that there's lots of money being put into obesity. You're kind of shutting the stable door after the horse has bolted. So yeah I think talking to some colleagues since we've come back this term. Some of them feel that they've only just got their heads around the program, then it's, "Right. All change everybody." (laughter) But I think in some ways, maybe we, *maybe* should have been doing this from day 1, maybe the PLT money they should have been buying into programs like they're buying in now. Because if people pay for things, it's what I've been saying to you, they are going to chase it. If the head knows they have spent X thousand of pounds on a program, when they know that they've brought this number of hours. They're gonna find out, They're gonna chase, they're gonna be ringing me, going to be ringing you and going actually it's May and we've only had four or five of our 20 hours and we wanted this, this and this. And actually the teacher that has had those four hours made no difference to their teaching what the hell's going on? 'Cause if people pay for stuff, then they're more likely to chase it. I don't know. It would be quite interesting to see. Hindsight's a wonderful thing, isn't it?

If you had your time again, I've asked the PDMs this as well, if you sat there and Gove has made his decision on what to do with the program and your experience as a PDM and as an SSCo, that you could of gone well actually you can cut all of this away and leave me with that bit and it would have kept the network. What kind of percentage savings that would look like and what in PESSCL and PESSYP is worth keeping? And what was all the crap that could have just gone and saved a fortune?

I think if I could have had, as PDM, if I could have had that big pot of money and divided it up the best way that I felt, so whether that was saying to the borough, because at the time they had advisors. So saying at the time, 'right. were gonna

have an advisor and we're gonna have somebody working below the advisor as the PDM', you know, not paying them the full PDM whack because the strategic stuff the advisor could do, so there's some extra money there. I then looking at the SSCo's and I would probably have kept them at the level that they were at working in those schools, I probably would have wanted to change the organisation of it but the Catholic heads wouldn't have allowed that. But what I probably would have done was had more flexibility around that big pot of PLT funding so getting schools maybe to bid for the money and saying, this is what we're going to use it for, this is the impact it's going to have. So they could maybe say that they wanted 500 pounds to buy a load of outdoor table tennis tables, and then use x hundred pounds to pay for a coach to come in who would train another teacher up. So they would have used all their PLT funding on one thing but that's what impact it would have. I would probably have liked to have had a little more flexibility that way but then I would have had, looked to have had control around them.

But if you have got to make cuts, that's what I'm looking at, what would you have literally cut – if Michael Gove had sort of gone 'you keep your school sport partnership but you've only got…but you tell me how much it is to keep' so then you would have to make a business case of this is what I *fundamentally* need to keep, to keep going.

You need some money maybe not the 11 days, 175 or whatever it was with the on-costs. I think you still need to have some money to be able to dangle in front of primary noses as a carrot. I think if we'd had more flexibility in how we could use the money, we wouldn't have needed as many SSCo's if we could have had an advisor working at Borough level, looking at CPD and curriculum support and then having a PDM underneath. So we could have probably functioned on five SSCos, 4 or 5 SSCos rather than nine and then maybe cutting back the PLT funding. And it's whether we could have had the flexibility across all the money that we got in, it all just goes into one PE pot that is ring fenced because then you could have cut some of the SSP budget because some of the money could have come across from Big Lottery and done it that way there probably isn't scope to do that, I don't think.

What do you think the future looks like for PE and school sport?

I think in the short term I think it's gonna be a battle. I think (sp) fundamentally the problem I've got with it is I think there's gonna be a generation of kids who are really going to miss out. I don't think it's going to have as many, as big a knock on as the strikes in the '80s had. But I think that there's going to be a generation of kids that are going to be missing out for one reason or another. Personally I think what's going to happen is we'll either have a change in government or in five years time, something quite big is going to happen, like the head teacher that got stabbed outside his school, something like that. It's going to be a huge great big public inquiry, they'll look at it and they'll say, "Well, do you know what? kids that are in certain schools in certain areas, they've got nothing to do after school. They've got poor self esteem, they're parts of gangs, and how are we going to

address this? Do you know what we need to work on their self-esteems or we'll look at PSHE type things and we need to get them involved in team sports. I think we'll come full circle.

Which is part of the argument with the summer riots which happened in the first year when everything that normally happens over the summer at school had kicked in, but we don't know obviously.

That's what I think is going to happen. It will come full circle and they'll either bring back the advisors or they'll find money to put in and they call it something different, to put into programs cause the problem is a lot of kids are going to pop up elsewhere in the system. It costs two or three grand to keep a child in secure accommodation a week, something ridiculous like that. I'm not saying that all the kids I've come into contact with at school sport partnerships are those kids. But it's people at the bottom of the pile and I think this government don't worry about that. They're just worried about the people at the top, and keep the people at the bottom to make sure they're not breaking into people at the top houses. I think an awful lot of work has been done across the board around narrowing the gap. The gap's just going to start opening again.

Well that concludes my interview. Is there anything that you want to say about PE and school sport, the partnerships? It's your cathartic moment.

I don't think I need to have any cathartic moments. I'm very calm, I'm very content. If you had interviewed me when I was still a PDM, I would have probably had a massive, massive rant. But actually after what I'm doing now is actually it's making more of a difference.

So you're saying get out of being a PDM and be an SSCo.

Yeah, brilliant. I've got no stress, I've got a boss that says to me, "Can you do this, can you do this?" I'm like yeah. I've got schools saying to me, "Well I need some help with gym." okay I'll do it. And I feel I can make more of a difference with what I'm doing… actually

Okay, that's all. Thank you

Maybe not a pen pusher, maybe just stayed in school, I haven't got the energy to be in schools anymore, just too exhausting.

APPENDIX 10: PDM interview prompt sheet

University of Bedfordshire

Partnership Development Manager – Interview question prompt

When did you take up the role of PDM?

What did you do before (job)?

What attracted you to the role? Why did you decide to be a PDM?

Can you just give some context of your SSP?

> When was it set up / Phase ?
> Number of schools?
> Have you been involved in the setting up of the SSP?

Thinking back to when you started as a PDM, did you make use of the materials provided by the YST? Access the training? Did you think they were useful?

What do you think has been the 'easiest' part of the role for you?

What has been the most challenging aspect?

With your background in education, how have you felt about working with partners outside the school environment? How have you found working within the education sector? What do you feel are the differences? (if any).

With your background in sports development, how have you felt about working with partners outside the school environment? And how have you found working within the education sector? What do you feel are the differences? (if any).

In relation to the PESSCL strategy:
>   what do you think have been the successes?
>   What do you think could have been omitted?
>   What could have been done better?
>
>   Do you think this strategy has had an impact on physical education? How? Why?
>   What impact do you think this strategy had on School Sport? How? Why?

In 2008 PESSYP was introduced: Do you feel there was a difference between the two strategies? (explore to find out what the differences / similarities were)

Do you think that PESSYP had an impact on Physical education and school sport? (explore to see if these were different from PESSCL, or more of the same?)

Looking back at the changes announced in October 2010, what impact has that had on Physical education and school sport in your SSP?

What have the changes meant to you personally? (see whether they are going back into schools/teaching or staying on in a PDM role). Would you consider taking on the School Games Organiser role? If yes / no – why?

Do you agree with the changes? If you had to make the decision to 'cut' part of the programme – what would you keep, and what would you omit? (looking to explore what they would keep and why).

APPENDIX 11: Participant Consent Form

CONSENT FORM FOR PDM / TEACHER PARTICIPANTS

Principal Investigator:	Helen Ives, Research Student, Bedford Campus, University of Bedfordshire
Project Date:	March 2011 – December 2011
Project Institution:	Faculty of Education, Sport and Tourism, University of Bedfordshire, Polhill Campus, Bedford, MK41 9EA
Email:	Helen.ives@beds.ac.uk
Telephone:	01234 793 433

Please circle as appropriate:

I have received, read and understood a copy of the Information Letter.	Yes	No
I understand that my participation in this study is entirely voluntary.	Yes	No
I understand that I am free to refuse participation and have the right to withdraw at any time for any reason without it influencing me in any way, and that all data collected from me at that time will be removed.	Yes	No
I agree to participate in recorded interview(s), audio and/or video with the Researcher.	Yes	No
I understand that all audio-taped data will be transcribed and all data will be stored anonymously. No one else will be permitted access to the data	Yes	No
I understand that the school's name WILL NOT be shared and disclosed in the reporting of results	Yes	No
I agree to provide the researcher with a pseudonym which you will be referred to by for the duration of the study and in any reports and publications.	Yes	No
I understand that my name will not be displayed in any reports, presentations or publications and the pseudonym you have provided will be used instead.	Yes	No
I confirm that I have received copies of relevant documentation.	Yes	No
I confirm that I understand that I have an opportunity to ask questions before the interviews and my questions have been answered to my satisfaction.	Yes	No
Are you happy to be contacted to give further clarification to any of your data if contacted by the Researcher?	Yes	No

_____   _____
Signature of Participant   Date

_____
Printed name of Participant

Thank you for your participation!
Please complete and return this form to the researcher, Helen Ives