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**PERCEPTIONS OF A CURRICULUM DEVELOPMENT PROJECT:
AN INSIGHT INTO THE COMPLEX WORLD OF EDUCATIONAL INNOVATION**

by

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A Master's Thesis submitted in partial fulfilment of the requirements for the award of Master of Philosophy of the Loughborough University of Technology.

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ABSTRACT

The study is an investigation into the world of the individuals who became involved in a national curriculum development initiative in physical education: it explores the views of the project personnel, the local education authority staff and the teachers who participated. It draws upon interviews, participant observation and documentray analysis to reveal the issues which affected the behaviour of the participants; it examines their basis for involvement and the complex realities of their life in schools, in local education authorities and in universities. It endeavours to reveal the insider's perspective of being a part of a national curriculum project.

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INTRODUCTION

This study is an evaluation of the HB/PETG Health and Physical Education Project, a project which was set up in September 1985 in order "to develop a new health related focus in school physical education". However, it does not concern itself with 'success' or 'failure', in terms of whether or not a health focus was established in the physical education curriculum of the participating schools; instead it concentrates on the way the project evolved as seen by those taking part. By adopting a qualitative methodology the study attempted to throw light onto the complex world of those involved in curriculum development projects and to conceptualise upon the influential factors affecting these individuals, and the way they, in turn, affected the outcome of the project. It should be noted that the researcher held the position of the Project Officer during the project's initial two year life.

The first chapter offers an overview of some of the literature on educational innovations and curriculum projects, and it endeavours to provide a framework in which to place this particular study.

Chapter two describes the methodology undertaken for the study: it looks at the naturalistic paradigm and at the particular data collection techniques employed, together with the analytical procedure utilised.

Chapter three records the historical development of the project. It also examines the project model and change strategies on which the Health and Physical Education Project was based.

Chapter four looks at the way the project developed during its two year initial life: it is an account of the major developments of the project as seen by the Project Officer.

Chapter five provides an overview of the way the participants in the project perceived the following: the way in which they came to be involved in the project; the way they saw the project's aims and objectives, together with its working structure in which they were operating; and finally, of how they perceived the 'reality' of being a part of the project as it took its course.

Chapter six presents an analysis of the major themes which emerged from the perceptions of those people involved in the project; it reveals the issues which appeared to be of importance to the participants in their world of curriculum development.

Chapter seven draws the findings of the study together and examines the way in which these might influence future research.

CHAPTER ONE

A BACKGROUND TO THE STUDY

This chapter will endeavour to set the scene for this qualitative study on the perceptions of the participants in the HB/PETG Health and Physical Education Project. It will offer a brief overview of the literature within educational innovation, and in turn, it will try to illustrate why such a study was deemed important.

1) Theory and models of change

One of the most important factors with which to come to terms, is the enormity of the research into educational innovation and thus the huge body of literature which offers the researcher a multitude of insights into various aspects of the change process. Indeed, it would be impossible to do justice to the research in such a study as this. Hence the following overview will be more in the form of an attempt to provide a framework for the classification of the literature, and by doing so, it is hoped that the background to this piece of research will become clear. In broad terms, the literature can be divided into a number of categories: the theory and models of change; analysis of specific parts of the various models of change and the effect of these on the innovation process;

understanding the background for change and the so-called 'curriculum movement'; illuminations and evaluations of specific curriculum projects.

Bolam (1975) offers a useful organising framework for an overview of the literature, which offers three major systems: the change agent system; the innovation system; and the user system. Briefly, in turn, these consist of the following areas. First of all, the change agent system literature centres on the various strategies which can be employed for introducing change, a great deal of which has been 'borrowed' from general research into innovation for the purposes of education: a commonly used typology is that which was developed by Bennis, Benne and Chin (1969) consisting of three main strategies, the power-coercive, the empirical-rational; the normative-reeducative. Researchers have attempted to discover which of these strategies would lend itself best to educational reform. In addition, the change agent literature also looks into the different models of how knowledge is diffused: these can be grouped into the model of social-interaction; of research, development and diffusion; the problem-solver model; and the linkage model (Havelock, 1969). In other words, these models help to explain how an innovation is taken on board by a social organisation: how the idea is diffused into the existing structures of organisations. There is a large body of literature which examines the validity of these models, for example, House (1974) criticises the role of the R,D, and D model in education.

Moving onto the innovation system itself, Bolam identifies two main grounds for research into this part of the change process: one is that of the analytic aid of understanding, and the second is to evaluate whether

the innovation is a 'success or failure'. The innovation system research tends to be interested in the type of knowledge trying to be developed and the way that the new approach is manifested, whether it be in the form of resource materials, training materials, and the like. It has looked at the way a particular idea is perceived against the merit of other systems, its trialability or its complexity, the 'cost and benefits', and so on; all factors which might affect the uptake of such an idea.

Finally, the user system research looks at the way the organisational structure or individual's environment can affect the adoption of an innovation. For example there has been considerable research into the organisation of schools (Hoyle, 1975) and the barriers which exist between established practice and the introduction of new ideas; indeed, Bolam (1975) writes, "...attention is now increasingly being paid to the user system's view of the innovation process and its associated problems." There has been considerable investigation into the types of teacher, for example, who are likely to consider the uptake of a new idea (Hoyle, 1975), and interest also has been directed towards the influence of outside bodies on educational research, such as local education authorities, teachers' centres and the like.

Bolam puts all of these factors into a further conceptual dimension, that of time, where the literature can be separated into studies of three stages of the innovation process: the antecedent stage, the interactive stage and the consequent stage. Researchers have investigated the situation before an innovation process begins, they have looked at the way the three change

systems interact during an innovation, and finally, they have tried to come to terms with the impact on the systems after an innovation.

Obviously the literature is vast and has many different foci: to try to apply this framework into educational innovation in order "to deepen our understanding of any educational innovation" Bolam (1975) offers a set of questions which he believes need to be asked of each of the change systems:

"...the framework generates four sets of questions about the change agent, innovation and user system -

- 1) What are their significant characteristics with respect to any particular innovation process?
- 2) What were they like before the process began?
- 3) What happened when they interacted with each other during the process?
- 4) What were they like at the end of the process?"

Another framework for organising the literature on educational innovation is offered by Dalin (1978) in his book 'Limits to Educational Change', in which he proposes a theory of educational change: he states,

"In order to understand the dynamics of educational change, the characteristics of four basic factors need to be taken into consideration:

- 1) The educational setting (eg, decision making, the climate of the school, staff incentives etc.).
- 2) The environment (eg, parental expectations, the economy etc.).
- 3) The innovation (eg, type of change, degree of complexity, etc.)
- 4) The change strategy (eg, degree of participation, type of change model etc.)."

Dalin purports that all of the above issues need to be given considerable attention if an innovation is to achieve any rate of success in terms of uptake on a lasting scale.

2) Curriculum development projects in Britain

Moving on from the more generalist literature concerned with educational change, in Britain there is a great deal of literature based on very specific projects; in other words, educationalists and researchers have studied the impact of their projects within the many analytical frameworks on offer to see which factors were the most influential in the particular change process being undertaken. Indeed, "The British Curriculum Movement" (Stenhouse, 1983; MacDonald and Walker, 1976) dominated the scene from the mid 1960s to the mid 1970s, a period during which time many national curriculum projects were funded either from large business corporations or from funds provided by the newly created Schools' Council. There is a lot of research into the influences which brought about such investment in education (Stenhouse, 1983; SAFARI Project, 1974; MacDonald and Walker, 1976): for instance the effect of the Sputnik programme in the United States which had a 'knock on' effect in England; the raising of the school leaving age; and so on. As MacDonald and Walker (1976) write, one of the main aims for examining the pattern of curriculum development has been to see the future of curriculum renewal: what models will be useful and appropriate in the future?

The many different projects which emerged in Britain are far too numerous to mention individually; on the other hand, it could be said that they fall into four main categories: projects about curriculum content, projects about teaching and learning methods, projects about teacher and pupil attitudes, and finally, projects about affecting improved teacher participation in the change process (examples of the latter, the Ford

Teaching Project (FTP) and the Teacher Interaction and Quality of Learning Project (TIQL) are reviewed quite extensively in Chapter Two). As it was said above, the research and comment on these numerous projects tended to be divided between: the details of a particular project, the influences which led to its development and the rationale for its structure and content; the way it was set up and administered; the progress of its development in terms of structure and dissemination; review of the curriculum content issues; the rate of adoption of the ideas; and the role of teachers, LEAs, and other educational institutions in the development strategy. The studies tend to be 'macro' in nature, taking an overview of broad issues within an entire project. To illustrate the variety in the approaches to writing about the projects which emerged, if one takes the Humanities Curriculum Project as an example, a sample of the numerous analyses of the project include: Stenhouse's (1975) rationale for the HCP as the Project Director; later Stenhouse (1975) used the HCP to illustrate his theory for curriculum development, i.e. a process model of development; the HCP produced a great number of resource materials, for example a book on teaching about race relations was published (1982); in writing about dissemination, Ruddock and Kelley (1976) use the HCP to illustrate their writings; and in 1978, Humble and Simmons published a whole book on the evaluation of the dissemination of the HCP, 'From Council to Classroom: an evaluation of the diffusion of the HCP'. Clearly, the lines of interest and research is broad, and this serves to show how wide is the literature on curriculum projects.

Of particular interest in terms of the study undertaken on the HB/PETG Health and Physical Education Project, is the work of Shipman (1976) on

the Keele Integrated Studies Project: although the work covers the broad range of influences on the project's development, its approach is novel from the point of view that the evaluation of the project is written from a participant observation stance. Rather than choosing simply one aspect of the project for examination, for example, its development model or dissemination strategy, Shipman decided to look at the whole project within a case study framework. On describing his work, 'Inside A Curriculum Project', he writes,

"It is first a description of the way one Schools' Council curriculum project was established and implemented. Second, it is an investigation of the impact of this project on the trial schools that were involved and of the impact of those schools on the project. Third, it is an analysis of the influences exerted on curriculum change by the many agents involved in education."

Shipman (1976) goes on to state that, "...the questions asked were about the way innovations are organised and spread", with the view to perhaps, "help in the planning of future development projects and in understanding the context in which such development has to be negotiated." By means of observation and structured interviews, he studied five main aspects of the Keele Project: namely, the problems in establishing an innovation; communication and identification of the project; contrasting interpretations and definitions; pressures on the project team; and the teachers' part in innovation. Briefly, he traced the problems in the early stages of gaining support for a project, both from funding bodies and potential participating schools. Having established a project, he looked at the issues of communication within the project: between the project team, the participating teachers, the funding body and the advisory committee of the project. He discovered that a variety of different

interpretations of the project existed, from a school-centred perspective to the central team perspective, which led to a variety of levels of commitment to a variety of different aims. He discovered the many pressures on the project once it was set up, ranging from requests for information, the running of courses and writing resource materials, to the marginality of the team members' status. Finally, he examined the teachers' views on the project, from the pressures which they felt in terms of time and energy to their perceptions of the rewards of innovation.

In his conclusion of the study he points to a number of implications for the future of projects, both at the school level and in the organisation of curriculum projects, such as the need for a commitment to a development across the whole staff spectrum, or the need for a sound infrastructure between local and national agencies. However, in addition to these comments, of particular interest is Shipman's (1976) reference to the multiple interpretations of events and objectives:

"The most alarming aspect of this study was the differing perspectives of those involved."

He writes:

"...my interpretation of events observed differed from that of those actually engaged. One advantage of including comments from insiders is to highlight this difference, which is rarely examined in the reports of observational studies. Another is to show that the views of those on the inside also differ between themselves"*

"...one obvious conclusion from the experience gained during this investigation is...the impossibility of the outsider feeling what it was really like."

(*Shipman refers here to the inclusion of chapters in his book written by the Project Director and the Assistant Director.)

It seems as though Shipman raises an extremely important issue for the future of projects, that of the need to understand the various perspectives and standpoints of those involved. Although the ideas expressed in 'Inside A Curriculum Project' draw upon the views and statements of those involved, the analysis still is very much written from an outsider's perspective: in spite of Shipman receiving a 'free rein' to observe the project's pathway, he was not a member of the project team, and thus was seen to be on the 'outside'. Furthermore, the way in which Shipman evaluated the data of his observations and constructed interviews meant that the comments offered by the project participants were organised into a prestructured framework; Shipman wanted to look at very specific areas, such as the communication structure, the project team, the teachers in schools. In other words, when he set out to do the research he was not intending to emphasise the differences in perceptions of those who were involved, and therefore, in the report which he produced this notion is not given the attention that perhaps he felt it deserved.

3) The participants' world in education

Unfortunately at the time of writing, the mid 1970s, the 'Curriculum Movement' was losing momentum, and whilst other projects did take place after this time, such as the FTP and TIQL Project, they tended to be smaller initiatives with narrowly defined objectives which were studied in their own right: such as the development of action research methods for teachers in the classroom. The opportunity to study the issue which emerged from Shipman's work, that of the differing perceptions of those

involved, within a large curriculum development project so typical of the 'Curriculum Movement' era did not present itself.

Certainly, however, one can trace a movement towards more 'micro' level studies of the innovation process in education, as a means to understanding the complex process of introducing and sustaining new ideas in the education arena. The studies conducted by Hargreaves (1967) and Lacey (1970) encouraged the exploration of the teacher's world from an ethnographic stance with their participant observation studies of secondary education. Ball (1981) published his insight into one comprehensive school, 'Beachside', and there were a number of studies investigating the world of teachers, such as Sikes, Measor and Woods (1978) and Hargreaves (1978). Indeed, Olson (1982) calls for a greater understanding of the teacher's world, a sentiment which is reinforced by Sparkes (1986) who highlights the complexity of the teacher's world, even in an environment where no innovation is being introduced; before one can understand the complexity of how teachers or educationalists take on board new ideas one has first to understand their world within an everyday situation. Ball and Goodson (1985) call for greater research into, "teachers as human beings, as rounded social actors with their own problems and perspectives, making careers, struggling to achieve their ideals or just struggling to 'survive'". They draw attention to the increasingly complex world of educationalists, particularly at the school level, where outside influences in the form of economic matters, political interference in the curriculum and the way the public now perceive the profession, as being influences which must be understood if teachers' actions are to be understood.

The growing influence of micro-politics in schools has attracted considerable attention: namely, the works of Ball and Goodson (1985), Hoyle (1986) and Ball (1987). Hoyle (1986) defines 'micro-politics' as, "the strategies by which individuals and groups in organisational contexts seek to use their resources of authority and influence to further their influence." He implies that little research has been carried out in this area, despite its possible insight into understanding educational structures, because such research may be at odds "with many of our assumptions about the values which underpin professionally-staffed organisations".

However, more recently Ball (1987) has undertaken to investigate the area of micro-politics from a grounded theory approach with the view to suggesting a new theory of school organisation. He cites the key concepts of micro-politics as being: power, goal diversity, ideological disputation, conflict, interests, political activity and control; and he explores the effects of these concepts upon the issues of leadership, headship, the career structure, gender, resources, and innovation. With regard to the latter Ball (1987) states,

"The introduction of, or proposal to introduce, changes in structure or working practices must be viewed in terms of its relationship to the immediate interests and concerns of those members likely to be affected, directly or indirectly. Innovations are rarely neutral. They tend to advance or enhance the position of certain groups or disadvantage the position of others."

He continues,

"The 'self' interests and ideological interests of the contrasting groups are reflected in and underpinned by a set of material vested interests. Careers, resources, time and influence over policy-making in the school are all contested for."

Ball (1987) cites examples of how in-fighting can occur between staff over their subject and its perceived status, particularly concerning the allocation of curriculum time and resources, and he states that this can be accentuated by the introduction of an innovation. He looks at the way in which work can be "dominated by careerism": where staff use the system, perhaps a curriculum development initiative, as a means of servicing their personal needs and career path. In addition, Ball (1987) draws attention to the effects of the increasing centralisation of power within the British educational structure and how this is affecting the organisations of schools and educational structure. He also highlights the effects of the reduction of resources in education:

"... set against these losses, the effects of cuts, there are new 'initiatives' which open up possibilities for some individuals or groups of teachers to gain greater influence than previously, to develop their careers, enhance their status or make new claims for resources.

Hence, given this recent research within the sociology of education, rather than conducting a positivist evaluation on either the theory of change or the model of change adopted by the Health and Physical Education Project, it seemed more appropriate to explore the issues being raised about the world of the teacher and the world of the other participants; the world in which the project was operating. The field of study was entered with two broad issues in mind: how did the participants' interpret the project and their role in it; and, how much did the micropolitics of education affect those involved in the project and thus, in turn, affect the project?

CHAPTER TWO

RESEARCH METHODOLOGY

This chapter reveals the methodology undertaken in the study of the Health and Physical Education Project: it is divided up into the following sections:-

- 1) The choice of research paradigm.
- 2) Qualitative research methods,
 - a) Interviews
 - b) Participant observation.
- 3) The analysis of data.

At this stage, as indeed it is mentioned throughout the study, the researcher would like to stress the limitations of naturalistic inquiry undertaken within the parameters of a Masters degree: namely, the constraints of resources and time, which in turn prevent the full development of any emerging grounded themes.

1) The choice of research paradigm

There have been numerous studies which have looked at innovation in the educational setting; as Bolam (1975) writes,

"The literature on innovation in general and on educational innovation in particular is already extensive and is growing rapidly...One American reviewer (Havelock, 1969) identified 4,000 studies and estimates that at least 1,000 more were being carried out each year."

He continues,

"...writers often adopt widely different theoretical perspectives and, in consequence, the reader is faced by a bewildering variety of models and theories and by frequent terminological and conceptual overlap and confusion."

Indeed, whilst this confusion clearly is apparent, the large majority of studies, however, find their methodology firmly in the 'positivist' mode or the 'agricultural-botany' paradigm, where the researcher, "...seeks the facts or causes of social phenomena with little regard for the subjective states of individuals" (Bogdan and Taylor, 1975) and where studies "...are designed to yield data of a statistical kind that permits statistical analysis." (Stufflebeam and Shinkfield, 1985). To contrast this type of study, though, a growing body of researchers have been adopting a 'phenomenological' approach to the study of innovation, in which Bogdan and Taylor (1975) write,

"The phenomenologist is concerned with understanding human behaviour from the actor's own frame of reference...The phenomenologist examines how the world is experienced. For him or her the important reality is what people imagine it to be."

In fact, before one looks further into the methodology adopted for this particular study, it would seem appropriate to define what one means by the term paradigm, and in particular, to how one would define the contrasting positivist and naturalist paradigms. Patton (1978) describes a paradigm as a:

"... world view, a general perspective, a way of breaking down the complexity of the real world. As such paradigms are deeply embedded in the socialization of adherents and practioners: paradigms tell us what is important, legitimate and reasonable. Paradigms are also normative, telling the practioner what to do without the necessity of long existential or epistemological consideration. But it is this aspect of paradigms that constitutes

**FIGURE 2.1: THE UNDERLYING ASSUMPTIONS OF THE NATURALISTIC AND
POSITIVISTIC RESEARCH PARADIGMS**

ASSUMPTIONS ABOUT	POSITIVISTIC PARADIGM	NATURALISTIC PARADIGM
NATURE OF REALITY	SINGLE, TANGIBLE, FRAGMENTABLE, PARTITIONABLE, EXTERNAL & STABLE, REALISM	MULTIPLE, CONSTRUCTED, HOLISTIC, INTERNAL & DYNAMIC, NOMINALISM
RELATIONSHIP OF KNOWER TO KNOWN	KNOWER & KNOWN ARE INDEPENDENT, DUALISM, OBJECTIVE 'OUTSIDER' ETIC PERSPECTIVE	KNOWER & KNOWN ARE INTERACTIVE & INSEPARABLE, 'INSIDER' EMIC PERSPECTIVE
DYNAMICS OF ACTION	CAUSE & EFFECT LINKAGES. ARE REAL CAUSES TEMPORALLY PRECEDENT TO OR SIMULTANEOUS WITH THEIR EFFECTS.	MUTUAL & SIMULTANEOUS RECIPROCAL INFLUENCES. IMPOSSIBLE TO DISTINGUISH CAUSE FROM EFFECT
ROLE OF VALUES	INQUIRY IS VALUE FREE	INQUIRY IS VALUE BOUND
NATURE OF TRUTH	VERIFIABLE "PROOF" CORRESPONDENCE, HOMOGENISTIC	AMBIGUOUS, COMPLEX COHERENCE, HETEROGENISTIC
OUTCOME OF INQUIRY	TIME & CONTEXT FREE, GENERALISATIONS, LAWS, NOMOTHETIC STATEMENTS, 'OBJECTIVE UNDERSTANDING' POSSIBLE.	TIME & CONTEXT BOUND, WORKING, HYPOTHESIS, IDEO- GRAPHIC STATEMENTS POSSIBLE.
APPROPRIATE METHODOLOGIES	QUANTITATIVE, NOMOTHETIC	QUALITATIVE, IDEOGRAPHIC

(BASED ON EARLS 1986; FIRESTONE, 1987; LINCOLN and GUBA, 1985; REASON and ROWAN, 1981)

both their strength and their weakness - their strength is that it makes action possible, their weakness is that the very reason for action is hidden in the unquestioned assumptions of the paradigm."

In order to outline the guiding assumptions of positivism and naturalism, Sparkes (in press) offers a useful figure based on the works of Earls, 1986; Firestone, 1987; Lincoln and Guba, 1985; and Reason and Rowan, 1981. (see Figure 2.1)

Clearly the two paradigms contrast greatly and hence the way research is conducted differs enormously. With regard to this particular study the naturalist paradigm has been adopted and thus the set of questions which have been posed during the research have operated within a qualitative methodology. The rationale for choosing this paradigm is based on a personal view of the world, and in particular the relevance of the methodology to the complex world of educational innovation.

Parlett and Hamilton (1972) offer a specific critique of the limitations of the 'positivist' paradigm within the educational setting, whereby they highlight a number of shortcomings. Namely, that educational settings are too complex so "rarely can 'tidy' results be generalised to an 'untidy' reality"; that 'before and after' research designs assume that innovatory programmes undergo little or no change during the period of study; that traditional methods "...impose artificial and arbitrary restrictions on the scope of the study"; that large scale data can obscure very important factors, being insensitive to local influences and unusual effects; and finally, that "Rarely, if ever, can educational programmes be subject to

strict enough control to meet the design's requirements. Innovations, in particular, are vulnerable to manifold extraneous influences." Similarly, Wilson (1977) raises shortcomings of the positivist model when he states,

"The social scientist must come to understand how all those who are involved interpret behaviour in addition to the way he or she as scientist interprets it from an outside perspective...Because quantitative researchers are restricted within their own perspectives, they risk being concerned about irrelevant variables."

In fact there is evidence that qualitative, as opposed to quantitative, methods have been undertaken in steadily increasing numbers within education; Wilson (1978) states,

"There is a growing interest in the use of anthropological techniques in educational and psychological research."

Atkinson, Delamont and Hammersley (1988) write,

"There are several published accounts of British qualitative research in education...qualitative research on education developed in Britain in the late 1960s and early 1970s."

In the case of the Health and Physical Education Project, and given the research into curriculum initiatives to date, it seemed appropriate to adopt a qualitative stance: in order to come to terms with the complexity of a curriculum project it seemed vital to come to terms with the insiders' perspectives on the project. As Sparkes (1986) points out a grounded theory approach to an educational setting means that the theories,

"...are able to 'fit' the empirical situation, are understandable to layman and expert alike, plus they are able to provide relevant predictions, interpretations and applications."

In fact, Sparkes (1986) suggests that in the past an over-emphasis on a desire to verify theory within a positivist paradigm may have overshadowed the pursuit of understanding the concepts and hypotheses on which these are based. Thus within the educational context one might argue that research into innovation has concentrated too much on the product and dissemination processes within established theories, rather than to try to generate theories about the complex world in which the innovation is operating. The study which ensued was not one, therefore, of measuring the extent to which 'health-based physical education' or 'teaching strategies' were taken on board by the participants, rather it set out to illuminate the participants' world: by thorough analysis of two year's observation, documentation, and interview transcripts, an attempt was made to illuminate the way in which the project affected the participants and the way in which the participants affected the project. In other words, an attempt has been made to reveal the extent of the influence of the contextual environment in which the project's participants were operating - what were the influential factors? Was there a local interest in establishing a health focus in the curriculum; was it a personal interest which led to involvement; how did the current political and economic climate affect the initiative; how did the organisational structure of education influence the project's outcomes; and so on?

2) Qualitative research methods

Qualitative methodology draws upon a number of perspectives, for example, from perspectives developed in phenomenology, symbolic interactionism and

naturalistic behaviourism. In turn, there are numerous methods of data collection at the researcher's disposal. Given the paradigmatic assumptions of naturalistic inquiry, in particular with regard to the analysis of the Health and Physical Education Project, for example the assumption that the nature of reality is multiple and constructed, the assumption that inquiry is value bound, and that the nature of truth is ambiguous and heterogenistic, certain techniques are more appropriate than others. These techniques will be discussed in more detail below.

At a more general level, Patton (1978) offers a description of the techniques available within qualitative evaluation:

"Qualitative data consist of *detailed descriptions* of situations, events, people, interactions, and observed behaviours; *direct quotations* from people about their experiences, attitudes, beliefs, and thoughts; and excerpts or entire passages from documents, correspondence, records and case histories. The detailed descriptions, direct quotations, and case documentation of qualitative measurement are raw data from the empirical world. The data are collected as open-ended narrative *without* attempting to fit program activities or people's experiences into predetermined, standardised categories such as the response choices that comprise typical questionnaires or tests...The data are open-ended in order to find out what people's lives experiences, and interaction mean to them in their own terms and in their natural settings."

Smith (1978) writes,

"At the data level, the question is always, 'Have I seen the nooks and crannies of the system as well as the main arenas, to give a valid picture of the system?' The main criterion we strive to meet is to know the total system better than any participant, who is often restricted to a particular niche or position in the system"

At this point, of course, it has to be stated that although the research endeavours to record the data in an open-ended situation, naturally any researcher brings with him/her experience from previous settings. These

preconceived views need to be left in the background, or as Husserl (1970) states, they need to be 'bracketed' or suspended, and do not contribute to the shaping of the initial data collection. However, as Sparkes (1986) writes,

"Attempting to be as 'open' as possible to what is actually happening, does not necessitate entering the field with an 'empty mind', since this is neither possible or desirable."

As the process of data collection proceeds and the detailed examination of the data and of new data ensues, researchers like Strauss (1987) acknowledge the contribution which previous experiences can make to the analytical process:

"...analysts bring experiences of various kinds...Experiential data are essential...because they not only give added theoretical sensitivity but provide a wealth of provisional suggestions for making comparisons, finding variations, and sampling widely on theoretical grounds. All of these helps the researcher eventually to formulate a conceptually dense and carefully ordered theory."

As the data are collected and analysis proceeds simultaneously, theories may begin to emerge: yet, this is not a signal to conclude collection, rather the collection process continues, sometimes attempting to pursue particular emerging concepts, and also, simply collecting more information on the world of those being studied. As Parlett and Hamilton (1972) state in their discussion of 'Illumination as Evaluation',

"[the researcher]...takes as given the complex scene he encounters. His chief task is to unravel it; isolate its significant features; delineate cycle of cause and effect; and comprehend relationships between beliefs and practices, and between organisational patterns and the responses of individuals."

They inform us that there are three stages in the process they describe, namely, the investigator observes, he/she inquires further, and he/she seeks to explain; they write,

"The transition from stage to stage, as the investigation unfolds, occurs as problem areas become progressively clarified and re-defined. The course of the study cannot be charted in advance. Beginning with an extensive data base, the researchers systematically reduce the breadth of their enquiry to give more concentrated attention to the emerging issues. This 'progressive focusing' permits unique and unpredicted phenomena to be given due weight."

Glaser and Strauss (1967) use the term 'theoretical sampling' to describe this so-called 'progressive focusing', of how the researcher adapts to new and additional data collection and analysis, as a consequence of emerging themes and concepts:

"Theoretical sampling is the process of data collection for generating theory, whereby the analyst jointly collects, codes and analyses his data and decides what data to collect next and decides where to find them, in order to develop his theory as it emerges. This process is controlled by the emerging theory..."

Indeed, Glaser and Strauss (1967) have written extensively on the area of 'grounded theory', of the way in which the world of the culture under study informs the generation of theory and the future collection of data. Glaser (1978) describes the research approach:

"The researcher continually analyses while still in the midst of the social world or circumstances he is studying. Thus unlike other field workers, his descriptive notes and questions may bring out important categories early in the research. Rather than keeping a somewhat behaviouristic account to be analysed after the field experience is closed, the analyst attempts to reflect upon what he is experiencing and begins to code and analyse from the start of the research."

To illustrate how this occurred in the analysis of the Health and Physical Education Project, the following quotations represent an issue which emerged from interviews with participants in the early stages of the project.

"I'm not really familiar with the working of the project"
(Paul, Interview p1, 18.11.86)

"I would have liked it to be a little bit more of a structured approach...we were a little bit in the dark."
(Luke, Interview p2 & p4, 9.12.86)

As the data collection and analysis continued the notion of the clarity of structure in the project was an area which was pursued: the idea of a perceived lack of structure was developed with these participants, and furthermore, other participants were asked about the area in future interviews. As the research progressed, certainly the category of a lack of structure generated considerable attention.

Moving onto the specific research techniques employed within this study, two main methods of data collection were adopted: the use of interviews and participant observation. Each of these methods will be examined in some detail below, providing an insight into the advantages and disadvantages of each one, and also offering the specific detail of how the techniques were used in this particular study.

a) Interviews

There is a range of interview techniques which have been developed and employed under the umbrella of qualitative research. As LeCompte and Goetz (1984) state,

"Researchers seeking guidance for interview construction find available an overwhelming array of instructions, suggestions, protocol frames, and prescriptions."

Sometimes the interviews are categorised along a continuum of structured to unstructured interviews, sometimes they are referred to as closed or open-ended interviews. Denzin (1978) differentiates three forms of interview: the scheduled standardized interview; the nonscheduled standardized interview; and the nonstandardized interview. Jones (1985) talks about 'depth interviewing'. Patton (1980), on the other hand, describes three forms of interview within qualitative methodology: the informal conversational interview; the general interview guide approach; and the standardized open-ended interview. As LeCompte and Goetz (1984) highlight,

"...researchers are best served by seeking and following guidelines for interview construction that are consistent with the goals and designs of particular research projects."

In this particular study, Patton's (1980) 'general interview guide approach' was adopted, alongside his typology of questions which was designed to elicit differing data; a research tool which enabled the respondent to offer his or her own perspective on the project - see below for further details.

However, the question remains of why use the tool of interviews at all? Patton (1980) offers a succinct reason,

"The purpose of interviewing is to find out what is in and on someone else's mind."

He continues,

"The fundamental principle of qualitative interviewing is to provide a framework within which respondents can express their own understandings in their own terms."

Jones (1985) on talking about depth interviews justifies her use of this data collection technique as follows:

"To summarise my own theoretical starting point: it comes from a particular 'model of man' which sees human beings not as organisms responding, Pavlovian fashion, to some external stimulus, nor inexorably driven by internal needs and instincts, nor as 'cultural dopes', but as persons, who *construct* the meaning and significance of their realities. They do so by bringing to bear upon events a complex personal framework of beliefs and values, which they have developed over their lives to categorise, characterise, explain and predict the events in their worlds...In order to understand *why* persons act as they do we need to understand the meaning and significance they give to their actions...For to understand other persons' constructions of reality we would do well to ask them (rather than assume we can know merely by observing their overt behaviour) and to ask them in such a way that they can tell us in their terms (rather than those imposed rigidly and *a priori* by ourselves)..."

Indeed, not only do some interviews, particularly unstructured interviews, enable the researcher to begin to understand the individual's present construction of reality, they also enable an insight into past behaviours and situations; they provide the researcher with access to a variety of situations which is necessary to gain an understanding of the area of study. For example, as will become apparent in future chapters, the emergence of the Health and Physical Education Project prior to the awarding of a grant from the Health Bureau was a period of time which

seems to have affected greatly the individuals who subsequently became involved in the project; yet, I did not have access to these individuals until much later on, and thus, I came to rely on the interview as a means of trying to understand the effects of these past events.

Another reason affecting the choice of interviews is the convenience of the tool in terms of time and money; both practical constraints which Jones (1985) claims "it is pointless to pretend that these constraints do not exist". Interviews can be scheduled to fit in with the needs of the researcher and the interviewees; the research aids are merely a tape recorder and one interviewer. Given that this study was concerned with coming to terms with the realities of a number of individuals, who were spread over a wide geographical area, and who all were extremely busy in their respective fields of work, the interviews had to be able to fit into a planned timetable (naturally, with some degree of flexibility).

Denscombe (1983) expands upon the benefits of interviews in qualitative research: he talks about the production of hard data, the way in which recorded interviews and transcripts provide data 'for the record'. In this way the data not only afford the researcher with the opportunity for reexamination, but also, the records enable other researchers to utilise the findings. He refers to the way in which interviews can encourage greater co-operation with the group of people under study, since most professionals, particularly within education, are eager to share their opinions and viewpoints: the "...prospect of being interviewed can become attractive." More importantly, however, is the way Denscombe (1983) outlines the way in which interviews of an unstructured nature allow the

informant to use his or her own words, thereby focusing upon the respondent's problems and their analysis of their world, rather than moulding the respondent's statements to fit within categories predetermined by the researcher. In addition, Denscombe (1983) states:

"... also, by the mere fact of reflecting on his practices, the informant has the opportunity to explain certain events and activities which would otherwise be obscured for the researcher by their embeddedness in the implicit assumptions shared between members. Upon reflection, the taken for granted assumptions can be exposed and the researcher's appreciation of events and actions enhanced."

As it was stated above, in this particular study Patton's (1980) typology of questions was applied to his 'general interview guide approach'. The latter is a form of open-ended interview which involves a predetermined set of issues that are to be explored. Although the researcher does not seek to predetermine outcomes of the interview, naturally there are certain areas of interest which will be critical in a given study; the questions put to the interviewee are not set in advance and the guide acts simply as a form of checklist for the researcher. The areas listed on it do not need to be addressed in a particular order, and as Patton (1980) states,

"Other topics might still emerge during the interview, topics of importance to the respondent that are not listed explicitly on the guide and therefore, would not normally be explored with each person interviewed."

Of course, hopefully the 'progressive focusing' and 'theoretical sampling' techniques described above act to ensure that any significant concepts can be added to the guide for future interviews. For example, within the initial interview with the Project Director an issue which was raised by

the Director on a number of occasions was that of the Physical Education Teachers' Group's (PETG) involvement in the project:

"Hat had been pushing hard for it <project> to be physically based at the PETG... I think he saw it coming through the Fitness and Health Advisory Group and he passing out the money to different things. I'm sure that's what he envisaged."
(Smith, Interview, p5, 28.11.86)

"...it came about the time of the 'great divide' between the British Council of PE and the PETG... and I think Hat was using it as maybe a weapon."
(Smith, Interview p5, 28.11.86)

"I didn't see it as a threat...I was on the Executive Committee of the PETG"
(Smith Interview p6, 28.11.86)

These comments emerged within the analysis of the interview as being quite important, there were a number of references to the role of the PETG; in addition, participant observation of the way the PETG affected the Director reinforced the theme as being something which could not be overlooked. Hence during the next interview with the Director the notion of the PETG's role in the project was opened up again, indeed, without much prompting from the researcher. The Director states,

"And I think some of the ideas we had on the Outer Network were very much my consciousness of the political role of the project...certainly in this project the political side has been a major factor, especially the PETG."
(Smith Interview p17, 19.1.87)

"I didn't think the political nature would be so difficult."
(Smith Interview, p20, 19.1.87)

Once having been alerted to the issue within the Director's perceptions the notion of the political side of the project was pursued with other participants: Jones stated,

"You see, Hat also wanted the PETG to control the project and administer it from their HQ"
(Jones Interview p2, 22.1.87)

"There was always this notion in Hat's mind that the project had an obligation to report to the PETG, to the Executive and the Health and Fitness Committee."
(Jones Interview p4, 22.1.87)

Thus the advantages which influenced the decision to use this type of interview in this study was firstly the fact that an interview guide ensured the best possible use of time, and secondly, that it enabled a more systematic and comprehensive approach to interviewing a number of different people. Thirdly, as Denscombe (1983) writes, "the use of unstructured interviews... has the advantage of providing data less influenced by the researcher's interests."

Patton's (1980) typology of questions which was used within the interviews to elicit a variety of data is as follows:

- 1) experience and behaviour problems that elicit what respondents do or have done
- 2) opinion and value questions that elicit how respondents think about their behaviours and experiences
- 3) feeling questions that elicit how respondents react emotionally to their experiences and opinions
- 4) knowledge questions that elicit what respondents know about their world
- 5) sensory questions that elicit respondents' descriptions of what and how they see, hear, touch, taste, and smell in the world around them
- 6) background and demographic questions that elicit respondents' descriptions of themselves.

All of these question 'types' can be varied over the dimensions of time - past, present and future. Also, the notion of 'probing' (Lofland, 1971; Patton, 1980) can be used to deepen the response of the data being

obtained: for elaboration and explanation, clarification and the extension of detail.

The interview guide for the study into the Health and Physical Education Project included these thematic areas:

- the history of involvement in the project
- perceptions of the project's aims and of its working structure
- the individual experience of involvement
- the local group's involvement in the project (where applicable)
- perceptions of the project support structure/working groups
- value judgements about the project
- the individual's future/the project's future.

Some problems do face the researcher undertaking interviews. For instance, the interviewer is a key influence in the outcome of the social interaction with a respondent. As Patton writes, "the quality of the information obtained during an interview is largely dependent on the interviewer", and there is a need "...to provide a framework within which people can respond comfortably, accurately, and honestly". Jones (1985) cites the need for the interviewer to embody a sense of trust with the respondent; she also stresses the importance of the skill to listen:

"We ...need to listen - to hear what seems to be significant to the respondents in the research topic and explore this further, to be aware of data that tell us we have misread significance and should change the line of probing."

Unless these criteria are met there is a danger that the respondent may conform to preconceived expectations of the role of interviewee and offer answers which he/she thinks the researcher is seeking. Coupled to the sense of trust, Jones (1985) refers to the need for the researcher to clarify the research topic prior to an interview. In the case of this

study initial telephone conversations outlined the purpose of my research within the requirements of a masters degree, and prior to the commencement of a taped interview session, the research topic was clarified with the interviewee once again. Indeed, the interview did not proceed until the full understanding of the study had been indicated by the interviewee; particularly the fact that although quotations from the respondents may be used in the thesis, the individual's anonymity would be upheld, and that the opinions expressed to me about the project would in no way affect their position within the Health and Physical Education Project.

Another criticism levelled at interviews is 'interviewer bias' (Jones, 1985), often originating from a positivist standpoint. As she points out, though, it is impossible to talk about 'objective truth' in qualitative research. Hence, Jones prefers to talk of using the 'bias' in a positive sense, "to develop particular relationships with particular people so that they can tell us about their worlds and we can hear." Certainly in terms of this study, my position as researcher could have been viewed as 'biased', given the fact that I was the Project Officer; however, my relationship with individuals involved in the project contributed to a trusting relationship with those people who I interviewed, which in turn, led them to relate their realities freely. The 'bias', therefore, could be viewed as a strength of the method.

A few final points about interviews include firstly that of the practice required for their successful execution, and secondly, the time-consuming nature of transcribing tape recorded interviews and their subsequent analysis. The experience gained by the researcher in this particular

study highlights the complex interactive nature of the interviewing process. It is not a technique which immediately produces good data, rather it has to be practised and confidence needs to be gained; in this study the researcher practised on students prior to entering the field. Yet, even with this invaluable experience, it is recognised that further practice would have maximised the benefit from the study. Measor (1985) points out how she sometimes has conducted numerous interviews with respondents before obtaining useful data; within the confines of this thesis the opportunity for numerous interviews did not present itself and thus this weakness should be recognised, too.

b) Participant observation

As Bastin (1985) informs us, participant observation dates back to the pioneering ethnographies of Malinowski in the 1920s, in which events were recorded "at first hand in a scrupulous manner". Indeed, the methodology and degree of participation differs slightly in the eyes of researchers. For example, Bastin (1985) continues his description of the technique by writing,

"...information obtained through participating in everyday affairs and observing behaviour as it occurs. In doing so, the researcher occupies the complementary role of observer and participant and is able to conduct the analysis by abstracting everyday actions to uncover the principles governing behaviour and by modifying theoretical generalisations to accord with perceived behaviour."

Becker and Geer (1970) in comparing participant observation with interviews, believe that the former has a great richness to offer:

"The most complete form of the sociological datum, after all, is the form in which the participant observer gathers it: an observation of some social event, the events which precede, and follow it, and explanations of its meaning by participants, before, during and after its occurrence. Such a datum gives us more information about the event under study than data gathered by any other sociological method."

Drawing upon another definition of participant observation, LeCompte and Goetz (1984) state,

"...the investigator lives as much as possible with and in the same manner as the subjects being investigated. Researchers take part in the daily activities of people, reconstructing their interactions and activities in field notes taken as soon as possible after their occurrence. Included in the field notes are interpretive comments based on the researcher perceptions; these are affected by the social role taken by the researcher within the group and by the way people react as a consequence of that social role."

LeCompte and Goetz (1984) also state,

"...participant observation serves to elicit from subjects their definitions of reality and the organising constructs of their world."

Other researchers are not quite so categorical in their definitions of the method and of the need for the researcher to assume a 'live in' approach, tending to describe participant observation along a continuum, depending upon the extent of the participation in a community by the researcher:

Walker (1985) writes,

"Nor need the 'immersion' be total or long-lasting...the role adopted by the observer can vary along a continuum from complete observation through participant-as-observer and observer-as-participant to complete observer."

Patton (1980) favours the continuum approach towards the extent of participation, which he states can vary not only along the degree of

participation but also can vary according to a particular moment in time within a study. Another feature which seems to differentiate between methodologies is the extent to which the 'participant observer' relies totally on personal observations and field notes, or in addition to personal notes, makes use of other documentation to supplement the picture of the community under study. Bastin (1985) and Patton (1980) certainly favour the utilisation of additional documentation as a useful tool; Patton (1980) writes,

"One particularly rich source of information about many programmes is programme records...The ideal situation would include access to all ...official or unofficial documents generated by or for the project."

As far as this particular study is concerned, the form of participant observation adopted by me in relation to the Health and Physical Education Project was most in line with that described by Patton (1980): I did not "go native", rather I endeavoured,

"...to negotiate and adopt that degree of participation which will yield the most meaningful data about the programme given the characteristics of the participants, the nature of staff-participant interactions, and the sociopolitical context of the programme."

On the occasions when I was operating as the Project Officer I acted as a participant observer and when I was pursuing this study I undertook the role of researcher-participant.

Given my unique position of Project Officer within the project, and my background in teaching, I was afforded with a special opening for participant observation, to a greater or lesser degree, both with the project personnel (in other words, the Director, the sponsors, the Steering

Committee) and the educationists (the Inner Network leaders and the teachers) who became involved in the project as it developed. In many ways I was adopted by both 'sides': I was respected as a member of the project team, with a contribution to make in the shaping of the development, but I was also seen by the educationists as 'one of them', a teacher. Thus I was able to share in both these worlds: that of policy makers and that of those at the grassroots of the project. It was as though both sides at times saw me as a marginal actor and I was often used as confidant. Certainly being so close to the workings of the project I became a 'participant' - every day I was affected by it - but at the same time I also was able to play the part of 'observer' for although I sometimes was asked to give my opinion on the way things should be carried out and so on, in reality my job only demanded that I carry out the tasks given to me by the Director; in other words major decisions and their consequences were not directly my responsibility. Hence it was easy to take a 'back seat' role in meetings and informal situations, and merely observe what ensued.

At this point, though, it should be noted that the closeness to the area of study can prove to be problematic for the researcher: there is a danger of becoming too familiar with the participants' world and thus take for granted what occurs. Schutz (1964) calls for the need of the researcher to place himself in the position of 'stranger' and to acquire an 'objectivity' not available to the culture members. As Sparkes (1986) states,

"By making the culture under study 'anthropologically strange' it is hoped to make explicit the assumptions that the actor takes for granted as a culture member."

On the other hand, Sparkes (1986) declares, too, that one also must recognise the fact "that the researcher is an active participant in the research process". He cites Freilich (1977) who states that the presence of the researcher will make the study a success or a failure, and he suggests that "we need to simply recognise, as do Hammersley and Atkinson (1983), that the human being is the research instrument *par excellence*, and exploit this to the full."

Particularly I concentrated on making fairly extensive field notes in a diary, both of formal and informal situations in the life of the project. I also made full use of the documentary evidence generated by the project, and when time permitted I supplemented the documents with my personal records of major events and meetings. This enabled me to try to analyse the daily routine and not fall into the trap of the 'taken for granted' world of the participant.

As far as the project's activities are concerned, I asked the following types of questions: what do people do within the project; how do they experience the project; what is it like to be a part of the project; how do different individuals and groups react to each other? Often the activities can be separated into smaller units, such as the various Inner Network meetings I attended; Steering Committee Meetings; meetings between the Director, Jones and Hat; meetings with potential sponsors; and so on. Occasionally these meetings were recorded on tape (although confidentiality limited this) and I listened to them again at a later date; other times I tried to make notes during a meeting or I made notes

immediately after a meeting. As LeCompte and Goetz (1984) and Parlett and Hamilton (1972) point out, it is essential to record observations in the language of the participants, because often the slang and jargon used will convey a message about the interpersonal relationships between individuals and beliefs within a community; certainly as will be demonstrated in subsequent chapters, the participants began to use their own rhetoric.

In addition to observing and participating in formal project environments, however, of equal importance to the data collection was that of participant observation of *informal* settings; as Patton (1980) states,

"...the importance of staying open to data...it is important to remember that everything that goes on in or around the programme is data...The fact that people talk about personal interests and share gossip that has nothing to do with the programme is data. It is also not at all unusual in many kinds of programmes for the most significant participant learnings to go on during unstructured programme time."

Certainly the instances when 'coffee talk' yielded persistent insights into the project the data was recorded in the diary.

One final important area of observation is that of "what does not happen" (Patton, 1980). Although Patton accepts that this is a somewhat precarious research stance to adopt, he offers two conditions under which he claims it warrants attention: firstly, if a programme's goals suggest something should happen and clearly it does not happen; and secondly, if in the researcher's experience he/she feels the absence of something is noteworthy. Of course the latter clearly relies on good judgement, but having said this, often Patton believes the researcher is in a better position to see the whole picture of the programme, and therefore, be more

likely in a position to see when an absence of something is relevant. Indeed, in many ways observing absent things links up with LeCompte and Goetz's (1984) view of how important observation is to cross-check between verbally stated practices and practical behaviour;

"As a means of determining how subjects view and behave within their world, participant observation enables the researcher to verify that the subjects are doing what they or the researcher thinks they are doing."

A practice which Denscombe (1983) refers to as 'triangulation', whereby in his studies of education the observer's notes are compared with the views of the teacher and of the pupils.

Of course there are limitations within the data collection via participant observation. These rest mainly with the inconsistency of my presence as researcher and the lack of time available to devote to participant observation. Naturally it takes time to be accepted into the observed community and for the researcher to pick up on the vocabulary and nuances of different groups; the geographical spread and the number of individuals involved in the Inner Network, for example, made it extremely difficult for full participant observation and hence, access to the teachers was mainly limited to the Fawnshire group. My relationship with the various Inner Network leaders varied a great deal, too. Having said this, though, as I stated at the beginning of this section, I was fortunate to hold a unique position within the structure of the project, and this sometimes outweighed the limitations of the method.

3) The analysis of data

Having established the collection of data via the various research methods described above, the issue of how to utilise the data is paramount. In terms of qualitative research methods as Patton (1980) informs us,

"Qualitative designs begin with specific observations and build towards general patterns. Categories or dimensions of analysis emerge from open-ended observations as the researcher comes to understand organising patterns that exist in the empirical world under study."

Or as Wilson (1977) writes,

"The anthropologist seeks to understand the meanings of the participants and hence seeks to be careful not to have his interpretations prematurely overstructured by theory or previous research."

In other words, the role of theory is secondary in nature in terms of shaping the analysis of data: certainly the researcher may have personal theories to which they pertain in describing social phenomena, and in the case of generating grounded theory, obviously by its very nature, theory is central to the process. Yet, instead of merely testing out one theory or trying to contribute to the research findings of a specific theory which is so common in positivist studies, qualitative methods allow for,

"...a setting with several competing theories, to each of which one is only partially committed, allows one to explore more fully the conceptual realities of the events in the setting. As several events occur which the theories omit, neglect, or speak to only minimally, the generation of one's own position comes to the forefront." (Smith, 1978)

Two researchers who have contributed greatly to the development of qualitative research methods are Glaser and Strauss (1967). Their

initial contribution to the notion of theory in qualitative methodology was published in 1967, 'Discovery of Grounded Theory', and more recently Strauss (1987) has further contributed to the field in his book, 'Qualitative Analysis for Social Scientists'. The work of these theorists has influenced the style of analysis undertaken in this study. It has to be stated clearly from the beginning, however, that the limitations of a Master of Philosophy Degree does not allow for a thorough and complete grounded theory approach to the potential data of the area under study; these limitations will be highlighted below whilst outlining the approach towards data analysis.

As Strauss (1987) writes,

"...grounded theory...is a style of doing qualitative analysis that includes a number of distinct features, such as theoretical sampling, and certain methodological guidelines, such as the making of constant comparisons and the use of a coding paradigm, to ensure conceptual development and density."

Strauss (1987) continues to inform us of how this theory was developed, influenced by the complex nature of society "...in order to capture a great deal of the variation that characterises the central phenomena studied during any particular research project." In other words grounded theory enables the many complex issues which affect one social setting to be taken into account, rather than narrowing the study to verifying the understanding of one sociological explanation for certain happenings within the setting. Strauss (1987) accuses studies which merely adopt a given theory to investigate a new area of study as acting merely like a "label to one's data", and believes that this type of methodology "does not advance the collective scientific enterprise".

Strauss (1987) offers a summary of the three stages in grounded theory:

"The basic question facing us is how to capture the complexity of reality (phenomena) we study, and how to make convincing sense of it...First, it means that both the complex interpretations and the data collection are guided by successively evolving interpretations made during the course of the study...The second point is that a theory, to avoid simplistic rendering of the phenomena under study, must be conceptually dense - there are many concepts, and many linkages between them...The third point: it is necessary to do detailed, intensive, microscopic examination of the data in order to bring out the amazing complexity of what lies in, behind, and beyond those data."

As it was stated above, the researcher naturally brings with him or her previous research experience, and indeed, as the research unfolds the individual acquires further experience which cannot be ignored; unlike in positivist approaches to research where the researcher is bound by objectivity, in qualitative methodology the researcher's experience and perceptions are valued. Strauss (1987) writes:

"Experiential data are essential data,...because they not only give added theoretical sensitivity but provide a wealth of provisional suggestions for making comparisons, finding variations, and sampling widely on theoretical grounds. All of that helps the researcher eventually to formulate a conceptually dense and carefully ordered theory."

Of course the methods which Glaser and Strauss (1967) project can be seen by positivists as lacking in rigour: an accusation which they believe falls onto thin ice given the stringent "controls exerted through the carefully managed triad of data collection/coding and memoing...[which] serves as a genuinely explicit control over the researcher's bias." (Strauss, 1987).

In order to describe the process of analysis Glaser and Strauss (1967) talk about three main stages: namely, induction, deduction, and

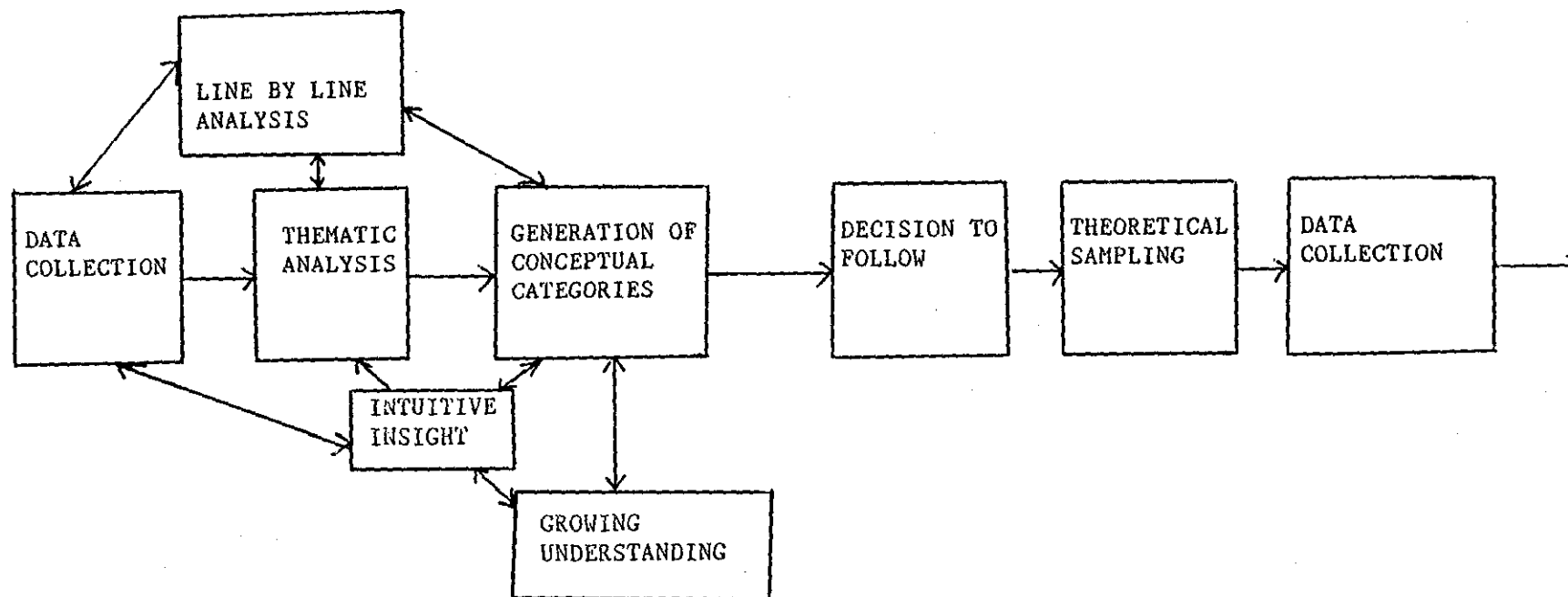


FIGURE 2.2: THE RESEARCH ACT AS GUIDED BY GROUNDED THEORY

verification. Induction is that part of the process which leads the researcher to form some hypotheses, based on hunches about how something may provide a partial understanding of some events, relationships or strategies. Deduction is the process of drawing out implications from hypotheses in order to verify them. Verification refers to whether or not the implications are totally or partially acceptable, or whether in fact they are negated. All three processes should be carried out throughout the life of a project: indeed, the distinguishing feature of the theory is that the researcher is constantly involved in interpreting the data, both during the field work and after the data has been collected. Glaser and Strauss (1967) refer to this process as 'theoretical sampling':

"Theoretical sampling is the process of data collection for generating theory whereby the analyst jointly collects, codes, and analyses his data and decides what data to collect next and where to find them, in order to develop his theory as it emerges. This process is controlled by the emerging theory."

Theoretical sampling lies at the centre of the grounded theory approach because the theory only remains grounded if it is generated on the basis of the researcher's interpretation of previously collected data. Figure 2.2 represents the process of grounded theory as described by Glaser and Strauss (1967).

In terms of this study, as it was stated previously, it would not be true to say that it constitutes a grounded theory project, rather it forms the beginning of such a study. Certainly an attempt was made to embark upon grounded theory techniques: throughout the data collection period hypotheses were induced, deducted and verified. Yet, this was only at a low level order. As the initial data was collected - observation notes,

diary notes and initial interviews - these were analysed by a systematic line by line process, and coded. Once a code was generated it could be compared with the empirical data, as well as other emerging codes. Once a code began to show itself as being elaborate and dense, this could inform the collection of further data. For example, in this study, from early observation notes and interviews with some of the local education authority staff the notion of a lack of structure emerged as a frequent concept in the data: in turn, this emerging concept informed future data collection within interviews and the later observation of events. The concept became denser as this secondary data was analysed and coded. However, the hypotheses which have emerged need to be further investigated: to start with, interviews with the current personnel in the study need to be continued and further insight into their worlds needs to be gained; secondly, in order to verify the hypotheses the number of personnel needs to be extended to include a larger number of pertinent figures.

As will become evident in future chapters, after the presentation of the wealth of perceptions of the Health and Physical Education Project - of its development, of its aims and objectives, and of the way in which people were affected by it, and the way in which people affected the path of the project - an attempt is made to share some of the major hypotheses which have emerged from the data. These ideas are the result of being closely involved in the project's life and the thorough examination of the perceptions which emerged; wherever possible, the 'hunches' have been 'tested', with the personnel involved, during subsequent data collection. These thoughts and ideas are shared. Due to financial and time restraints

it has not been possible to extend the research process: hopefully the data presented here can contribute to qualitative research into innovations in education in the future.

CHAPTER THREE

THE GENESIS OF THE PROJECT

In order to set the study further into context, this chapter will provide an historical perspective of the Health and Physical Education Project. It draws upon documentary analysis and interview data to examine the following:

- a) the specific birth of the HB/PETG Health and Physical Education Project,
- b) the personal influence of the Project's Director, and
- c) the research which informed and influenced the project's rationale and development.

a) The emergence of the HB/PETG Health and Physical Education Project

There were three main proposals submitted to the HB for grant aid to finance a project on health and physical education; below is a brief outline of the main issues associated with each document.

The initial proposal: "Application from the Physical Education Teachers' Group of Great Britain and Northern Ireland for Grant Aid to promote Health-Related Fitness in Schools" (1983)

As indicated by the title, this application for grant aid was submitted to the Health Bureau (HB) by the Physical Education Teachers' Group (PETG). It was a low cost proposal, centering on the co-ordination of work to be carried out by two paid research assistants and the goodwill contribution of professionals in the field. The idea for such a project was the product of discussions between two PETG committees: namely, the Curriculum Committee and the Health and Fitness Advisory Committee. At this stage, the PETG Executive Committee intended to provide part of the funding and merely was seeking financial assistance from the HB. In interviews with various personnel involved in these two organisations at this time, it seems that the PETG was extremely eager to establish firm links with the HB, and the initiative appeared to provide an excellent means of forging these desired links.

More specifically, the proposal arose out of a growing concern for a greater systematic development of health and fitness in the PE curriculum; by the early 1980s piecemeal local initiatives were emerging due to the personal interest of individual teachers, advisers, and lecturers, but there was no central focus for a co-ordinated effort. The proposal stated:

"The object of this project would be to pool the ideas and experience of the leaders in the field of curriculum development to design and develop a syllabus and printed teaching materials that will ensure that the profession makes a greater contribution to Health Education. An education for an active, healthy lifestyle should be seen as the central core of the PE curriculum in schools"
(See Project papers)

The two committees at the PETG believed that PE in secondary schools was:

"... based largely on a programme of competitive sport which tend, in the long term, to cater for the elite few."
(See Project papers)

They were concerned that the majority of pupils leaving school were under the misapprehension that only elite competitive performers could lead healthy, active lifestyles. Indeed, there was a belief that very few pupils received specific lessons on issues such as 'looking after the body as a machine', 'back care', 'diet and exercise', and so on; subjects which should all seem to be central foci of a 'physical' education.

At the same time, increasing research evidence was indicating that exercise and positive health benefits are related, and therefore, active lifestyle habits should be encouraged from an early age as possible. The PETG also felt that PE teachers needed assistance with planned syllabi for a more co-ordinated health education programme; health education programmes in schools were becoming more widespread, and often PE teachers were expected to contribute. To date, any health education had tended to be limited to unplanned poor weather day sessions. These lines of reasoning for an initiative in health-related fitness became a feature in all the subsequent project proposals, although the emphasis placed upon each of them changes between the various outlines.

The intended working structure of the project was divided into three phases, (the details of these; together with the detailed accounts of the project background, can be found in the Project papers): the first phase concentrating on the identification of 'good practice' in health-related fitness and the accumulation of worthwhile practices; the second phase leading to the production of resource materials and inservice training for teachers, to help in the implementation of more widespread health foci in

PE programmes nationwide; and the final stage involved the publication of materials.

The proposal's history

From interviews with the individuals involved in this proposal, it seems that this document was used simply as a discussion point between the PETG and the HB. Generally speaking it was well received; from the HB's viewpoint they already were engaged in research into children's fitness in Manchester (under the directorship of Dr L) and so it is hardly surprising that they should be receptive to further work of this kind. Indeed, it seems that the notion of a co-operative venture into the area of promoting youth fitness was perceived as too important to be left as a low-cost operation, and so the PETG, together with the HB (in particular, the Young People's Programme section of the HB) returned to the drawing board in order to outline a more detailed, full-bodied project.

As a result, a sub-group of the initial proposers from the PETG's two committees (see Project papers for list of members) met up with a representative from the HB in order to look at the wider possibilities for a larger project concerned with health-related fitness. The main individuals concerned at this stage were Mr Jones (HB representative), Mr Hat (General Secretary of the PETG), Mr Smith (Lecturer, Department of PE and Sports Science at the University of Westside, and member of the PETG's Curriculum Committee), and Mr Butcher (Lecturer, Department of Education at the University of Northside, and member of the PETG's Fitness and Health Advisory Committee). The main meeting took place at Westside University

and involved seeking the views from practising teachers of PE, who at this time were on secondment carrying out masters degrees. The product of this meeting and subsequent discussions led to a second proposal being drawn up by Mr Hat (PETG) and Mr Jones (HB).

The second proposal: "The HB, in conjunction with the PETG of GB and NI. Physical Education Curriculum Project, 'Health based Physical Education'"

This proposal was submitted for a four year project, to be funded now mainly by the HB, simply in conjunction with the PETG; a project of these dimensions was totally out of the bounds of reality within the financial restrictions of the PETG. Naturally the reasoning behind the initiative remained the same: a need for developing a more coherent syllabus for health and fitness within school physical education.

It is interesting to note, however, that the terminology of the initiative changed: namely, the proposal discusses the development of 'health-based physical education'. In fact one clearly can recognise a shift towards terminology and concepts more generally associated with health education than that of physical education. For example, the notion of pupil-centred learning and a spiral curriculum were introduced:

"... one of the most important aspects of the project will be to develop ways of working with children using small groups and discussion-based learning."

(See Project papers)

"The project is intended to develop a framework for a spiral curriculum for the 8 - 16 age range."

(See Project papers)

The four year working structure was to be divided into three phases, spanning the period 1984 - 1988. Phase 1 (1984/86) was to seek out examples of existing 'good practice' in PE and health education; it was to research into children's current knowledge and perceptions of health and fitness, together with their views on PE; and finally, it was to seek teachers' views about their needs in terms of printed resource materials and the like. The phase was to be directed by a part-time Director, Mr Smith (Lecturer of PE at the University of Westside), and staffed by a full time research assistant. This is a firm departure from the original proposal which had seen the PETG as the administrative centre of the project. The explanation for this shift in structure is simple: the HB did not see its role as subsidising the research projects of other associations, and it usually sought to fund research initiatives based in educational institutions. Furthermore, the reputation for excellence in sports science and physical education at Westside University was seen as a bonus to the proposed initiative; if you like, a seal of approval from the core of the profession, in the eyes of the HB. A writing committee also was to be formed, with the view to writing the resource materials. Throughout the initial phase, it was envisaged that the project would seek close co-operation with local education authorities thereby creating important links with teachers, advisers and lecturers in the field.

The second phase (1986/87) principally was to be one of piloting resources in the aforementioned local education authorities, and to extend the sharing of the developed ideas via regional conferences. This phase was to continue under the part-time directorship of Mr Smith and a full time Teacher Fellow (probably an experienced Scale three or four teacher). It

was hoped that some additional resources, such as videos and a training manual, could be produced during the year.

The third phase (1987/88) centered on dissemination: the established regional networks would contribute to the sharing of ideas and further national conferences would help to promote the ideas among the profession. The staffing at this stage would rest at the continued part-time directorship of Mr Smith.

It is important to note that the proposal placed a great emphasis on the need for evaluation, not simply in terms of the project resource materials, but also in the broader context. For this purpose, Mr Butcher (Lecturer, Department of Education, Northside University) was to assume the role of project evaluator throughout the four year period. This independent evaluation would be supplemented by close monitoring from both the HB Officers and the PETG's Executive Committee. In addition, a Steering Committee would be set up to act within an advisory capacity for the project's duration; representatives from the HB and the PETG would sit on this alongside representatives from Her Majesty's Inspectorate and practising teachers.

The proposal's history

Once again, using interview information from those people closely involved in the birth of the project, the following describes the path of this second proposal.

Basically, the outline was never considered as an HB prospective project: the climate at the HB was moving towards shorter funded projects, and the seemingly ad hoc process of the allocation of funds did not allow for a four year initiative. Also, whilst the notion of enhancing the contribution of PE to health education seemed attractive, senior staff at the HB were hesitant in backing an unknown quantity - unknown in the sense of 'middle of the road' health education initiatives - and thus noises were made to the effect of reducing the proposal to a two year programme.

It was back to the drawing board again! This time it was decided that Mr Jones would merely reduce the second draft into, what hopefully, would become the accepted version. Basically, it was felt that Mr Jones would have 'inside knowledge' of the HB machinery and therefore, be able to produce the 'best' outline. In fact, Mr Jones had only worked at the HB for a few months, having left teaching as a physical educator and pursuing a masters degree in health education: thus it would seem his experience was quite limited in reality. Nevertheless, a third proposal was drawn up and eventually, this version was submitted to the official machinery of the HB for due consideration for funding.

The third proposal: 'HB/PETG Project - Health Based Physical Education in Schools'

As one would expect, once again the rationale for the project was little altered. The main difference between this outline and the second draft was the time span of the project: instead of a four year project, the

application for funding was to finance a two year development (although there was an unwritten, commonly held belief, that during the two year period, the HB would seriously consider an extension to the project).

This proposal put forward a two phase plan, and retained the suggestion of Mr Smith becoming the part-time Director, with the assistance of a Steering Committee and officials from both the HB and the PETG. Phase 1 (1985/86) was to be staffed, in addition, by a full time research assistant and was to concentrate on the same issues as the second proposal outlined in its Phase 1: to establish examples of 'good' practice; to research into children's attitudes towards PE and their knowledge of fitness; and to find out what teachers' needs were with regard to resource materials. Once again, the age range was to include primary and secondary education, and the development was to be assisted via close co-operation with five local education authorities. A writing group was to be formed in order to compile resources. In other words, the Phase 1 of the third proposal remained the same as Phase 1 of the second proposal except for one vital point: instead of developing this work during a two year period, it was to be crammed into just one year.

Phase 2 (1986/87) was very similar to the former outline, too: that it should be concerned with the piloting of resource materials in the five co-operating local education authorities, and with further sensitisation through regional conferences. The materials would be rewritten where required after the teachers' evaluation. This phase was to be staffed by an experienced Teacher Fellow.

The total sum of the funding was costed at £91,442; this compares with the second proposal's plea for a four year project of £120,000. The funds were mainly to cover staffing arrangements, travel and subsistence, administration, and the publication of materials. Indeed, the university overheads accounted for 25% of the total cost: namely, £18,289 for the two year period. (Details of the project costs can be found in Project papers).

A major omission from this funding was a specification for evaluation, and there was no direct reference to the dissemination of the project materials, either.

Proposal's history

As it happened, the HB's Output Committee considered the proposal in February 1985 and agreed to the funding of the project. The project was to be based at the University of Westside in the Department of Physical Education and Sports Science, under the directorship of Mr Smith.

The project was to be known as 'HB/PETG Physical Education and Health Project' (correspondence from HB to Smith regarding the successful application).

The Output Committee did make a few amendments to the third proposal. The main amendment was to provide a more detailed aim, which divided the project's objectives into three stages:

- 1) to establish the case for health-based programmes of physical education within the physical education curriculum

- ii) to develop resources for use in schools .
- iii) to sensitise representatives of the PE profession in the role of health-based PE in schools.

The second change was to abolish the need for a writing committee, and the third change was to indicate that project staff would be accountable to the Head of the Department of Physical Education and Sports Science at Westside University.

A Steering Committee was formed to oversee the project and planning began immediately in order to launch the initiative in September 1985. (See Project papers for details of the Steering Committee).

Comment

At this point it is useful to observe the following themes which emerge from the historical account of the origins of the Health and Physical Education Project.

First of all, it should be noted that there were many people involved in the conception of the original proposal: the members of two PETG committees. As time progresses and the HB also resumed an interest in developing a strategy, many of the original contributors were excluded from directly participating in the process.

Secondly, whilst at the beginning of the initiative the PETG had intended for the project to be housed at their headquarters, clearly as soon as the

HB became involved there was pressure to house the proposed initiative within a university, in particular at Westside University on account of its reputation for excellence in physical education. In effect, this too contributed to many of the original fathers of the project being excluded from the proceedings.

Thirdly, a fairly modest proposal rapidly became a relatively large project. Paradoxically, however, it also should be noted that the HB which encouraged the grandiose ideas was the body which later enforced a major reduction in the scale of the initiative.

Fourthly, the project's original foundation in fitness and health (with an emphasis on the fitness of young people) was soon replaced by an emphasis on health and fitness (with health becoming the predominant issue). A health education philosophy incorporating a holistic approach to the self pervades the second and third proposals: the development is to be based on how young people and teachers perceive a need for health and fitness.

Indeed, a fifth point is the introduction of a research base to the project in the second and third proposals (to be operated at a grassroots level) compared to the 'expert' top-down model of the original submission document.

Obviously the Health and Physical Education Project emerged in a muddled and fluctuating environment.

b) The appointment of a Project Director

Although the following point was referred to briefly in the history of the emergence of the project, it is worth reiterating that the project proposal was the brainchild of two working committees: namely, the Health and Fitness Advisory Committee and the Curriculum Committee. Naturally the proposed project benefitted greatly from both of these advisory groups - the expertise of the Health and Fitness Committee could provide the most recent information on accepted practice, and the Curriculum Committee could offer ways of establishing the proposed content area into schools. Yet, in reality, the demands of the administration of any project meant that it would be impossible for the two committees to remain providing close control of the proposal, and hence it was essential to choose a Director, whose responsibility for the actual running of the project would, on the whole, be his/her sole duty. Of course the intention was for the other committee members to continue to advise this chosen leader.

In many ways the choice of the Director was influenced strongly by the hierarchy of the HB (once again it is worth repeating a previous comment): the quango's desire to be associated with a prestigious educational establishment swung the opinion in favour of Mr Smith (a member of the Curriculum Committee), whose position as a lecturer at the world renowned physical education institution of Westside University seemed extremely attractive. This decision was far removed from the PETG's General Secretary's intention.

In addition to the reputation of the University, however, the HB also was looking for someone who displayed previous knowledge of curriculum development projects; Mr Smith informs us that his previous experience included work on the national Humanities Curriculum in the 1970s, as well as curriculum development initiatives with a number of local education authorities (p1, Interview 19.1.87). It seems that few of the other candidates had had this type of project experience. Thus the HB/PETG Health and Physical Education Project was based at the University of Westside in the Department of Physical Education and Sports Science, under the directorship of Mr Smith.

1) The Director's Biography

Although the Director was appointed to carry out the implementation of the project proposal accepted by the HB, naturally an individual is bound to bring their ideas and philosophy to bear upon an initiative under their control; indeed, clearly the HB had chosen Smith on account of his previous experience and expected him to utilise this. Furthermore, as it can be seen in the accepted proposal (see Project papers) there was little flesh on the bones of the project: someone had to influence the shaping of the development. With this in mind, the following section draws upon interview data with the Director in order to outline his previous experience and rationale for assuming the leadership of the project.

It seems that Smith's keen interest in innovation and curriculum development began when he worked on the School's Council Humanities Curriculum Project (HCP) with Lawrence Stenhouse (Director) at East Anglia

University in the early 1970s. Indeed, the work of Stenhouse, he claims had an impact on his own philosophy and rationale for curriculum change (see below). This seeded interest flourished when Smith assumed the position of Research Fellow at the old Westside College of Education in 1975, where he engaged himself in numerous curriculum initiatives in physical education, enlisting the help of local education authorities such as the Wirl, Blueborough and Pinkborough. During this time it seems Smith began to implement the ideas he had gleaned from the HCP into the practice of physical education teachers, and he tried to investigate the feasible way forward for future ideas in the world of PE. In particular, he cites the development of a CSE PE syllabus with Fawnsire teachers as providing him with an understanding of the best way to proceed with establishing new practice. At about this time he published a booklet on evaluation (1977), which offers a summary of his current thinking.

A more recent influence on his philosophy for curriculum development in physical education was offered through his involvement in the establishment of 'games for understanding' - a concept in games teaching which was developed and pioneered by Thorpe and Bunker (1982). (see 'A model for the teaching of games in secondary schools', Bulletin of Physical Education, Vol 18, No 1, 1982) According to Smith, unfortunately the sharing of this 'new' approach for games teaching with teachers of PE was inhibited by the lack of a coherent infrastructure for development work: whilst the concept had great potential for arousing professional discussion this failed to occur on a wide scale, on account of no organised strategy for its promotion. In effect, an important development in physical education received piecemeal and scant attention, its adoption

and/or rejection relying on the age-old strategy of 'by word of mouth'. Smith states that this pitiful state of affairs highlighted to him the desperate need for a national curriculum project in physical education, which would be able to provide a vital platform for professional debate. He notes, that at this time, the content area for such a proposal was not of the utmost importance; the major concern was to provide a forum in which physical education teachers would begin to evaluate their current practice and to consider avenues for improving their teaching methods. In an interview Smith said,

"If I have to think back to when we were getting the project into operation I was very strongly influenced by the fact that I'd looked carefully at the problems of innovation...I'd looked particularly at innovation of educational gymnastics and CSE PE...in the first instance my concern was how can I get over to teachers there's a need to change; how can I get over to them that it's worth doing? So my first prime concern, I think, was innovation." (p1, interview transcript 19.1.87)

Thus it did not appear to worry Smith that his main specialism did not lie in health and fitness issues when the HB invited him to assume responsibility for directing the project; he was happy to seek experts' advice on content area and he saw his strengths in project design and implementation. In particular Smith felt he had a great deal to offer the project in terms of his interest in 'action research' (Stenhouse, 1975) and moreover, he believed his interest in the designs of the Ford Teaching Project and the Teacher-Pupil Interaction and the Quality of Learning Project would offer the Health and Physical Education Project a working framework.

ii) The Director's philosophy

In accordance with the importance placed upon the works of Stenhouse and the working structures of the Ford Teaching Project and the Teacher-Pupil Interaction and Quality of Learning Project by the Project Director in interviews, and particularly in the absence of any published material by Smith on his interpretation of these works, this section of the chapter will review them in considerable detail. The Director states that his philosophy on curriculum development is akin to these works.

c) An overview of Lawrence Stenhouse's philosophy on curriculum development in schools

In order to come to terms with the action research model of curriculum development advocated by Stenhouse, one first has to understand his definition of teaching and of the curriculum per se. As far as Stenhouse is concerned, teaching is an 'art form', and as such, requires constant, systematic critical appraisal. The teacher only improves his art by the practice of his art: "Thus in art ideas are tested in form by practice. Exploration and interpretation lead to revision and adjustment of idea and of practice." (1983) The curriculum provides the arena in which the teacher may practice his art, "it provides a framework in which the teacher can develop new skills and relate them as he does so to conceptions of knowledge and learning." (1983)

This concept of the curriculum provides a radical departure from the more traditional definition of what constitutes a curriculum, namely an

appointed course of study or syllabus. Indeed, Stenhouse (1975) sees the curriculum simply as providing teachers with a means of testing educational hypotheses, resting on critical testing rather than acceptance. In this context, the curriculum should "be judged by whether it advances our knowledge rather than by whether it is right." (1975) This concept is intertwined with Stenhouse's strong views on the reality of teaching, and of his opinion that the majority of schools abuse their educating role. He objects to the way in which knowledge is taught to pupils in a manner which suggests it is authoritative, because he believes this falsifies the very nature of knowledge and undermines the essence of learning. Teaching and learning are not about the acquisition of facts, rather education should centre on the nurturing of an enquiring mind. Stenhouse (1983, p183) summarises this belief when he writes,

"No teacher of normal endowments can teach authoritatively without lending his authority to errors of fact or of judgement...Were the teacher able to avoid this, he would, in teaching knowledge as authoritative, be teaching an unacceptable proposition about the nature of knowledge: that its warrant is to be found in the appeal to the expertise of persons rather than in the appeal to rational justification in the light of evidence."

Instead of meeting a set of prespecified information objectives, Stenhouse sees the classroom as a place in which to create a mutually productive learning environment for both the teacher and pupil; the teacher as artist needs to improve upon his/her own skills and learning, and this on-going professional development, in turn, enhances the learning process of the pupils themselves. In order for this to be successful both the teacher and the pupils need to be aware of the 'experimental' situation, and neither party should be despondent if it seems they come face-to-face with 'failure'. According to Stenhouse (1975),

"a curriculum without shortcomings has no prospect of improvement and has therefore been insufficiently ambitious. What we ask of a curriculum offering is not that it should be intelligent or penetrating. Its dilemmas should be important dilemmas. Its shortcomings should reflect real and important difficulties."

Within the scope of this classroom environment, therefore, Stenhouse (1975) believes the teacher must assume a role as researcher in order to enhance his art; by researcher he states he means "a disposition to examine one's own practice critically and systematically." Stenhouse (1975) leans towards the use of anthropological tools, such as participant observation and the use of case studies, to enlighten the world of the teacher as a means to reveal the strengths and weaknesses in the learning environment. This type of research requires the use of regular documentation of the teacher's interaction with pupils, which can be obtained via the use of audio cassette, video tape, notes, pupil feedback or a participant observer. Over a period of time the data offers the teacher with patterns of behaviour and teaching style, from which concepts can be derived to explain the experience of the learning environment. In turn, the teacher should be able to use the emerging concepts within a theoretical base to provide further probing of the environment to contribute to his professionalism and teaching skills. This process is further enhanced if it is carried out by many teachers within a sharing framework; Stenhouse believes the accumulation of many case studies would afford the teachers to propose new concepts and new theory to explain the world of their art. Of course there are many barriers in the way of pursuing these proposals - the time commitment required; the threat of teacher credibility in the eyes of pupils; the loss of face through

teacher credibility in the eyes of pupils; the loss of face through perceived failure; initial teacher training and concepts...are but to mention simply a few - but nevertheless, Stenhouse is of the opinion that a supportive climate could be created in a school to enable the development of such a professional approach.

The action research model of curriculum development sees the teacher as an investigator, and entails a long, systematic approach to the self-study of the teacher's world; within this model Stenhouse (1975) looks toward a "tradition of curriculum research which focuses on the study of problems and responses to them rather on the invention of ambitious solutions before the problems have been properly studied." In this way the evaluation precedes the curriculum rather than follows it, and hopefully the reality of the teacher's problems is more likely to be tackled. This model also requires changes in the school environment itself - to limit the approach to the individual's own classroom is a nonsense. In fact Stenhouse (1975) suggests that the long-prided autonomy of the English teacher needs to be sacrificed and to be replaced by a "professional community". He realises that the latter, in turn, demands certain prerequisites; namely, that "teachers must be given and must accept a much higher degree of participation in the shaping of the policy of the school", and secondly that it "involves negotiation and negotiation implies the existence of a public tradition which supports discussion and a common approach to planning." It seems that these prerequisites are seldom features of a school's operational strategy, and thus they require enormous commitment to the notion of action research as a professional approach to teaching if it is to succeed. They also have implications for the nature

of external support: Stenhouse (1975) proposes the need for school-based inservice assistance, believing the contextual environment of the school to be at the core of any future initiatives.

The Ford Teaching Project - Inquiry and Discovery Teaching Project

Following on from the work of the Humanities Curriculum Project, the Inquiry and Discovery Teaching Initiative (FTP) sponsored by Ford extended the development of action research at the grassroots level.

The aims and structure of the FTP

The director of the FTP was John Elliott, who had played a significant part in the work of the HCP; it is hardly surprising, therefore, that in many ways the FTP can be seen as an extension of this line of development. Elliott seized the opportunity of the FTP to further his belief in the need for classroom teachers to study their behaviour patterns, as a means of enhancing their teaching with pupils; the HCP had indicated how set behaviour patterns frequently impaired teachers' ability to adapt the teaching mode. Indeed, Elliott (1976) writes within the broader context,

"Reformers have largely failed to realise that fundamental changes in classroom practice can only be brought about if teachers become conscious of the theories which guide their practice and are able to reflect critically about them."

Elliott, thus, set about to create a forum in which teachers from a broad spectrum of subject areas would be able to "collaboratively develop a practical theory of 'inquiry/discovery teaching'." Elliott and Adelman (1973) summarise the aims of the FTP as:

- i) Identify the essential features of inquiry/discovery processes and the interpersonal values in the teacher-pupil relationship they imply.
- ii) Explore the extent to which the problems of realising these processes and values in classroom practice can be generalised across such variables as subject matters, age and ability levels, and local setting, with a view to identifying and documenting a set of general problems for implementation.
- iii) Generate and test hypotheses, in the form of experiential teaching strategies, about how problems of effective implementation might be overcome.

A stipulation was made that the participating teachers must have an established interest in the area of inquiry/discovery teaching, but it must be noted that 'inquiry/discovery teaching' at the onset of the project did not constitute a clearly defined area of study. In other words, as aim i) emphasises, a major thrust of the project was, in fact, to actually come to terms with the perceptions of teachers vis-a-vis 'inquiry/discovery teaching'. Naturally all those who became involved in the project had a personal definition of the development area, but whether or not this definition was commonly held and understood by these teachers was a major component of the project; it was Elliott's belief (1976) that a multitude of definitions and a subsequent lack of practical theory acted as a strong barrier to professional development. If the process of coming to grips with this apparent mayhem in defining practice could be documented, Elliott and Adelman (1973) believed that this could inform the future development of practice and research-based theory. In other words, they were interested in not just the outcome of inquiry/discovery teaching

methods, but also in the teacher-research procedures of arriving at these. In many ways the process was paramount in their eyes. Elliott (1976) cites Stenhouse in order to summarise the foundations of the action research model being undertaken in the FTP:

"We adapted a research plan based upon the specification of a procedure of teaching which should embody the values implied in the aim, in a form which could be realised in the classroom. This means that the changes which we specify are not changes in terminal student behaviour but in the criteria to which teachers work in the classroom. These changes are defined by enunciating certain principles of procedure or criteria of criticism which are expressions of the aim. They are, if you like, specifications of a form of process."

The FTP was set up for a period of four academic terms, from the summer of 1973 to the end of the summer of 1974, and it involved forty teachers representing some 12 schools from the East Anglian region. The central project team consisted of two full-time research staff - the Director being John Elliott, assisted by Clem Adelman - and there was additional administrative help provided by a secretary. Two local education advisers provided further assistance on a part time basis.

The working structure for the project involved the following arenas for shared development: firstly, at the school level teams of 3-5 teachers met regularly under the guidance of a school co-ordinator; secondly, school teams from 3-4 establishments within easy geographical reach met twice a term at a convenient teachers' centre; and finally, three residential, four day conferences were held for all the participating staff over the life of the project. The opportunity to share individual classroom experience with others was to be the basis on which the eventual hypotheses for inquiry/discovery teaching would emerge. As far as the choice of

participating teachers was concerned, Elliott (1976) admits that the project requirement for teachers who were experiencing genuine dissonance between their practice and their aspirations to implement inquiry/discovery approaches, was not particularly borne out in practice. He cites a number of reasons why the FTP teachers may have been "persuaded" to participate: for instance, the 'misuse' of the project by LEAs to prompt schools into some sort of action following poor inspections; the obligation felt by some headteachers to be seen to be involved by the LEA. As a consequence of this somewhat 'uncontrolled' recruitment the project did face difficulties in establishing 'action research' in the initial phases.

The project in action

Having said this, however, the project was embedded in the belief that the sharing of teachers' experience at the classroom level was vital to improving the reality of inquiry/discovery teaching, and thus in spite of the problems of recruitment, the project team set about to negotiate the means of analysing the teachers' practice at the first conference. A paper outlining the roles of everyone involved and offering a range of data collection methods (such as teacher field notes, pupil diaries, teacher-student discussion, tape recording and case studies) provided a starting point for discussion; the essence of this paper centred on action research methods in practice (Elliott, 1976). The teachers' general reaction to the document was one of dismay with regard to the time commitment required in such a research process; naturally this was a disappointing start for the central team, but they were accepted that the reaction probably was well-

founded in the realities of poor support frameworks at the school level. On account of this, the project endeavoured to muster support from the schools' hierarchies for further assistance in the work to be undertaken: it seems that intentions muttered by headteachers to do something towards this, seldom were carried out in practice. Whilst little could be done at this stage in the life of the FTP to improve the situation, Elliott (1976) in retrospect comments, "perhaps...we should have concentrated more on the selection of schools than on the recruitment of teachers within them."

In fact, increasingly a problem of the early stage of the project became that of actually motivating teachers to adopt a reflective stance in practice (Elliott, 1976); obviously until this mode was adopted the remainder of the project's objectives lay out of reach. Indeed, Elliott (1976) states that the FTP incorporated a second order action research role, that of "developing practical hypotheses which are relevant to the question, 'how can one initiate teachers into the activity of reflecting about their practice?' ". He adopts the concept of the 'self-monitoring teacher' in order to clarify this progression of the project, describing self-monitoring as "the process by which a person becomes aware of his situation and his own role as an agent in it." Through the course of the FTP the central team identified three categories of teacher within their operational framework: namely,

- a) teachers who adopted an objective stance but who needed help to analyse it
- b) teachers who saw their situation as problematic and therefore they did not adopt an objective stance, although they were ready to do so
- c) teachers who were neither ready or able to adopt an objective stance to their practice.

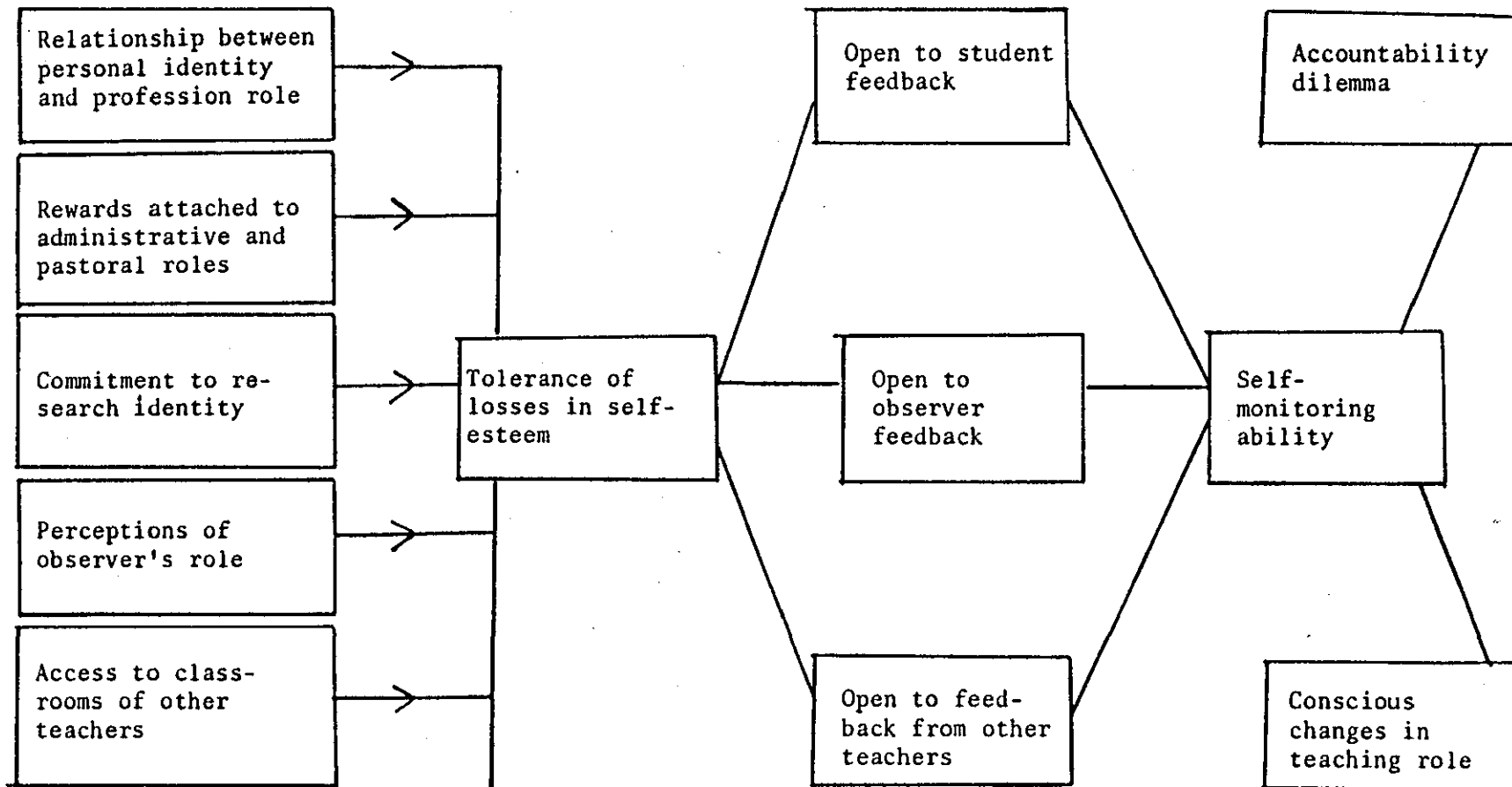
Elliott (1976) states that two thirds of the FTP teachers fell into category c, with only one teacher at the beginning belonging to category a. Yet, at the end of the project he estimates that about 25 teachers had reached category a; however, he indicates that 8 dropped out completely. Given this information, one assumes that a great deal of emphasis within the project must have been placed on nurturing the notion of a 'self-monitoring teacher'. At the end of the project the central team generated a number of practical hypotheses connected with the problems and possibilities of developing self-monitoring abilities in teachers; of course these hypotheses should not be ignored in any subsequent projects based upon action research. Thus, here is a brief overview of the many hypotheses projected by Elliott et al. On account of the fundamental requirement of putting 'one's head on the block', so to speak, in terms of self-appraisal, naturally many of the conjectures rest on the individual's ability to tolerate losses in self-esteem. For example, a major indicator of whether a teacher could adopt a self-monitoring stance depended on his/her capacity to draw a distinction between personal and professional self-esteem; if the two were inextricably linked any loss within the professional context had grave implications for the teacher's personal existence. Elliott (1976) highlights the imperative need for a teacher to accept certain mismatches between aims and practice, and therefore, to be able to accept a loss of professional self-esteem as a necessary part of the work; otherwise the burden of perceived incompetence can become too great. A further indicator of a teacher's ability to self-monitor their practice was connected with his/her status in school and the way in which the school career ladder was structured: teachers concerned with promotion which involved administrative and pastoral demands often had little time

to devote to lengthy analysis of the actual teaching environment. Elliott (1976) writes, "they can function within the system in a number of fragmented roles without severe personal stress only by maintaining a low degree of self-awareness about their classroom performance."

It seems that the ability to cope with losses in self-esteem increased amongst those teachers who gradually took on the perception of researcher, in turn, accepting the role of classroom observers (rather than seeing those people as intruders or evaluators) and realising that fellow colleagues experienced similar problems of teaching in their classrooms. As a result, these 'teacher researchers' were able to make more use of pupil feedback and share their classroom difficulties with others, compared to their more self-conscious counterparts. Indeed, the more open the teacher was to receive feedback the more the whole self-monitoring process took off the ground. Once this began, though, a further obstacle had to be faced - that of the ability to come to terms with the conflict between emphasising the teaching process itself or stressing the outcome of learning. It takes a strong willed person to stand up to the traditional public perception of the indicator of 'good' teaching, in other words, the importance of proven knowledge attainment in measurable outcomes such as examination results. Elliott (1976) tries to express all of these variables in a theoretical model: see Figure 3.1.

Yet, these hypotheses were secondary in nature to the initial aims of the FTP, hence, it is worthwhile to return to the central focus of the project: that of encouraging teachers to reflect upon their classroom practice, as far as inquiry/discovery teaching methods are concerned. Of course in

FIGURE 3.1



principles of procedure, and without making some headway in improving their inquiry/discovery teaching they became frustrated with action research methods. In order to assist both problems, the central team embarked upon a triangulation process of monitoring classroom behaviour, and drawing upon the results of these they also circulated a set of hypotheses about the procedures guiding inquiry/discovery techniques. They did express a concern for the latter (Elliott, 1976) with the fear that teachers may merely accept the aim of the project - undermining the aim of the project - but they justified their actions because of the timing of the document: a time when those teachers who were likely to develop self-monitoring procedures would have achieved these already and therefore, they would utilise the hypotheses in the way they were intended. Naturally the triangulation process (drawing upon the teachers', the pupils' and a participant observer's view of teaching) must have involved considerable planning and resources, but it seemed the only feasible solution in the light of the problems facing self-monitoring techniques; it was a process which helped to shed light onto the problems of the inquiry/discovery arena and examine these in a conscience-free manner. Furthermore, the results of triangulation analyses were available to circulate to all participating teachers, thus providing additional data for teacher-researchers to draw upon.

Ultimately, of course, it was the central team's wish that the teachers would be able to generate their own hypotheses about their classroom environment, and by the end of the FTP, certainly a number of teachers were beginning to acquire this skill. Elliott (1976) summarises the team's

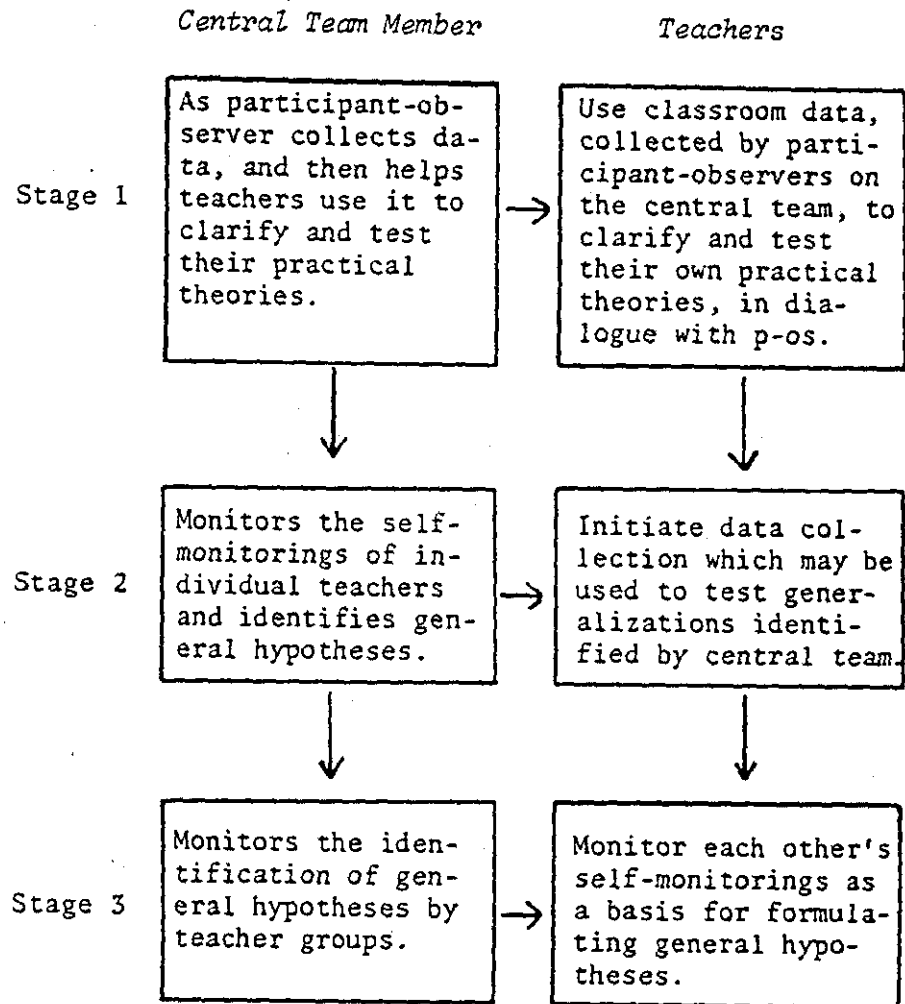
were beginning to acquire this skill. Elliott (1976) summarises the team's retrospective sequence of activities for teachers assuming self-monitoring techniques and action research as the following:

- 1) Listening or viewing recordings of their teaching situation
- 2) Listening or viewing recordings and then systematically trying to note salient patterns in their classroom behaviour
- 3) Plus dialogue with a participant observer
- 4) Plus dialogue with students about pedagogic values
- 5) Triangulation controlled by participant observer
- 6) Triangulation controlled by the teacher.

The FTP's central team felt that once teachers had been taken through this 6 stage process they were equipped to act as useful participant observers and it enhanced their own self-monitoring capabilities. The degree to which teachers become independent within this sequence is summarised by Elliott's flow diagram (1976): see Figure 3.2.

At the end of the FTP, certainly some of the principles of procedure which may contribute to more successful inquiry/discovery teaching and learning in the classroom emerged. However, perhaps of greater relevance in the long term, is the broader implications of the project for action research in curriculum development. Clearly the FTP highlighted the multitude of research technique problems which face researchers wishing to lead teachers through this particular jungle of analysis and reflective practice. It seems that the FTP revealed the enormity of the action research project, and the lessons learned by the central team provided a firmer understanding of the possible hurdles pertaining to this methodology. Indeed, Elliott went on to capitalise upon the findings in the Teacher-Pupil Interaction and Quality of Learning Project, and to provide the field of action research with yet further insight.

FIGURE 3.2



The Teacher-Pupil Interaction and the Quality of Learning Project

The overall aims of the TIQL Project

Essentially the TIQL Project was to address the dilemma facing all teachers, namely "that of teaching for understanding and teaching for assessment." (1981, Project Paper No 5) It was a Schools Council (post reconstruction) two year funded initiative, drawing support from Programme 2, 'Helping Individual Teachers To Become More Effective'.

Specifically, the aims of the project were as follows:

"The project aims by a process of action research to support teacher researchers in:

- 1) collecting and analysing evidence about the problems of implementing understanding tasks in the classroom
- 2) generating hypotheses and testing teaching strategies in order to attempt to resolve the problems in the above process
- 3) identifying significant contextual/organisational factors
- 4) developing organisational, curricular strategies for resolving the dilemma*

(* Restated by the Project Director, John Elliott, in 1981, as:

- i) With respect to the tasks we are setting in classrooms and the ways we interact with them in relation to these tasks, are we giving pupils opportunities to develop their understanding of the subjects?
- ii) What specific problems/constraints do we face in teaching for understanding? To what extent do the assessment/examination procedures we employ for evaluating pupil learning constitute a constraint?
- iii) How and why do the problems/constraints we have identified come about?
- iv) In the light of (iii) what action steps can be effectively taken to resolve the problems we have identified?)

Ebbutt (1981) cites the need for research into this vital area of education: it certainly was felt that the process of understanding required urgent attention. Yet, equally important to the researchers was the means

of the research process undertaken by the project - an action research framework. As Elliott (1981) writes,

"In the TIQL Project there are two levels of research:

- 1) Understanding those factors which constrain the development of pupils' understanding in classrooms, and evaluating strategies designed to remove such constraints
- 2) Understanding those factors which prevent the development of teacher based research in schools."

Indeed, the project hinged on a research world shared on an equal basis, as far as was possible, by the central co-ordinating team, the local education authorities, the heads of schools, the teachers taking part themselves; this equal footing did pose many problems but its central role was never lost sight of during two year's work. By means of self-directed research into their own classroom practice, together with the assistance of project consultants when requested, the teachers were to assess their weaknesses in teaching for understanding and in turn, draw upon the collected data to devise possible solutions to the problems.

The structure of the project

It is extremely interesting to study the structure of the TIQL Project because as it subsequently will be revealed its pattern was adopted to some degree by Smith in setting up the Health and Physical Education Project. Basically the participating teachers and schools were organised into two network systems: an Inner Network and an Outer Network. The Inner Network consisted of 9 schools located in the East Anglia region and was supported by three external consultants based at the Cambridge Institute of Education; in many ways this group formed the core of the

project. The Outer Network consisted of teacher groups who were actively undertaking their own research on the theme of teaching for understanding, who were able to receive support from independent consultants - the TIQL Project could not provide their own consultants, but if the latter criteria were met these teachers and schools were recognised with full participant status. For those teachers, advisers, lecturers and so on who were interested in the work of the project, but who were not actively involved in action research, the project circulated a newsheet to keep people informed of the developments; in other words, they managed a mailing list for would-be supporters.

As far as recruitment to the Inner Network was concerned, this process lasted for nearly six months with great emphasis being placed on this critical phase of the initiative; in a two year project, it was essential that everyone who was to take part fully understood the commitment. Thus a stringent negotiation phase was embarked upon by the project team to ensure that the 9 Inner Network schools - the chief education officers within the local education authority (LEA), the head teachers, the teacher co-ordinators, and the teachers themselves - all were well acquainted with the proposed project, conveyed to them at a personal level by a number of visits from the central project team.

At the school level the project insisted that each head teacher and the senior support staff were supportive of the development work. In addition, every school had to appoint an overall TIQL co-ordinator - of great importance was the stipulation that this individual had to demonstrate previous experience of school-based research. The teachers

who agreed to work with the co-ordinator had to agree to give priority to exploring the issue of teaching for understanding for a two year period. These were no mean criteria: certainly no school could enter into the project in a half-hearted manner.

At the LEA level, the Chief Officer had to agree to appoint an adviser, with interest in the area, to be responsible for creating links between the schools involved and other schools concerned about the issue in the authority. Also this adviser was to act as a liaison person between the LEA and the programme staff.

The project team recorded that the above process ran fairly smoothly, particularly once they had established the atmosphere of a LEA and the idiosyncratic bureaucracies in which they had to operate. They admit that in some cases the 'official' negotiation at LEA level was merely a formality and the team had knowledge about particular schools and individuals whom they wished to involve. On other occasions they were delighted with the involvement shown by head teachers, although they admit that in some cases the project was used by the heads within the school's hidden agenda; the important factor, however, was that the project gained support from the power base of the school (Ebbutt, 1981). To assist with additional costs on an ever-shrinking budget the project awarded each school with a £200 grant per annum, mainly seen as covering administrative costs.

The administration of the project work and research development

The school-based action research was launched by a day's conference of the participating teachers. Prior to the gathering, each co-ordinator had been sent an extensive bibliography of the relevant literature, both in the field of teaching for understanding and in action research methods; also, each school had been assisted by a project consultant to construct a plan for their future research. The conference was seen as a vital step in the proceedings, as Ebbutt (1981) writes, "we felt this conference was an important staging point, as we saw it as a deadline providing a transition from negotiation into action." The conference evaluation report stresses the value teachers placed onto this ideal opportunity of meeting up with fellow researchers, where perceived anxieties could be shared and confusion dispelled. Each school made a short presentation to the entire gathering on their intended research programme. Similarly the project team was given a platform from which to highlight its perspective of the project: an attempt was made to overcome the seeming paradox of a grass roots teacher-based initiative being 'directed' from a central team. Certainly the project team endeavoured to stress that the teachers were to carry out their own research, initially for their own purposes, although in turn, the data would offer the possibility of generating general hypotheses; the role of the project team was to act as consultants, if you like, to be another resource which the teachers could choose to utilise in their undertakings.

Once the teachers began their research initiatives useful resources were collected and circulated; slowly case studies emerged which shed further light onto teaching methods for understanding. To supplement the support of consultants and advisers, the project produced papers to clarify the

techniques of action research - for example, Elliott (1981) wrote 'Using Nominal Group Procedures As A Basis For Co-operative Action Research In Schools'. This paper offered school teams a means of more easily extrapolating meaningful trends from their data, via a four meeting process (suggested to occur over a one and a half term period); one might call the suggestions a form of 'structured brainstorming'. Also, a series of centralised meetings (5 in 1982) were held in after school hours, the purpose of which was to review progress; discuss issues in teaching for understanding; to enable individual teachers to give papers; and finally, to make policy decisions about the future. Despite the unsuitable time for these, generally speaking, these gatherings were perceived as useful by all involved.

It is worth paying particular attention to the role of the consultants, because from evaluation reports, they obviously played an important part in the running of the project. Dodsworth (1982) states,

"Many of the heads of schools involved were emphatic in stating that without the consultant from outside the school the research would have been less effective and might easily have stopped altogether, even in schools where the work was flourishing. This was not because the consultant was in any sense a figure of authority...They simply served as a gentle reminder of a contract entered into, a prodder of conscience."

Dodsworth (1982) also points out the 'objective' nature of the consultant, with the possibility to bring a fresh approach towards an issue, "to see the wood from the trees." Indeed, he goes on to say that their role was so central in the research process that they cannot be ignored.

The culmination of the two year project was a weekend's conference, and with an objective to produce two books from the experience of those involved: a) a book on teaching for understanding, for which the conference would provide a series of overviews of case studies which were relevant to particular issues; and b) a book to deal with the procedure of getting action research going in schools. The conference was to play a large part in the production of the former, where the teachers engaged themselves in the process of producing hypotheses about teaching for understanding drawing upon from their vast, self-created data base. The project team were left to produce the book on action research.

A summary of these projects

Having reviewed these works, it seems appropriate to summarise the issues raised therein so that one hopefully can identify the philosophy of the Director who undertook the responsibility to oversee the Health and Physical Education Project.

Fundamental to these expositions is Stenhouse's (1975) concept of teaching: an art form which demands continuous renewal and practice. Curriculum development is the means of practising the art of teaching. Teachers, themselves, are the only people who can improve upon their art form, and the so-called specialists in institutions of higher education merely can act as a resource for assisting in this process. In order for the teacher to develop the art of teaching and the curriculum itself, he/she must develop research skills in data collection, such as observation and case study documentation, as well as to develop analytical techniques. The

latter, by the very nature of the research, will demand the ability for self-criticism. Hence great emphasis is placed too upon the need for support networks between researching professionals.

In many ways the FTP and the TIQL project experimented with Stenhouse's (1975) model: both projects discovering the good and the bad in the 'action research' methodology. In particular, the projects highlighted the need for teachers to acquire research skills which they appear to lack, and indeed, the FTP devised a model to assist in the nurturing of these techniques. A need for support by the teachers was very apparent from the experiences of both projects; the TIQL project concentrating on an appropriate network system to facilitate this. Both projects found the data base generated by the initiatives of great value. Certainly in cases where the teachers persevered with the time-consuming, and sometimes threatening nature of the research, the end product was worth the costs: reflective practice, within a supportive environment, can lead to a greater understanding and renewed interest in the art of teaching and learning.

The Director stated on numerous occasions that the Health and Physical Education Project found its rationale firmly based in this philosophy of curriculum development (Personal communications to the Project Officer; Interview 28.11.86; Interview 19.1.87).

CHAPTER FOUR

THE HB/PETG HEALTH AND PHYSICAL EDUCATION PROJECT'S WORKING FRAMEWORK: AN INTERPRETATION OF THE MAJOR ISSUES SEPTEMBER 1985- AUGUST 1987

This chapter will endeavour to throw light onto the operational structure of the HB/PETG Health and Physical Education Project. It will outline the major influences on the project in a chronological account, drawing upon the evidence of the project documentation, interview data and the participant observation data of the Project Officer.

In order to assimilate a picture of the two year project phase Figure 4.1 may assist. A short description of each of the major interacting units will now be given to illuminate the workings of the project:

a) The funding bodies: the Health Bureau and the Physical Education Teachers' Group of Great Britain and Northern Ireland

On account of the historical emergence of the project, as outlined above, the project came to be seen as a jointly funded venture; in reality this was far from the case. Indeed, it was the PETG's original intention to seek funding from the HB to support a project to be administered through the association, and it was only due to the HB's policy of granting educational institutions with funding that the PETG was forced into taking a 'back seat' role.

THE HEALTH AND PHYSICAL EDUCATION PROJECT: 1985-1987

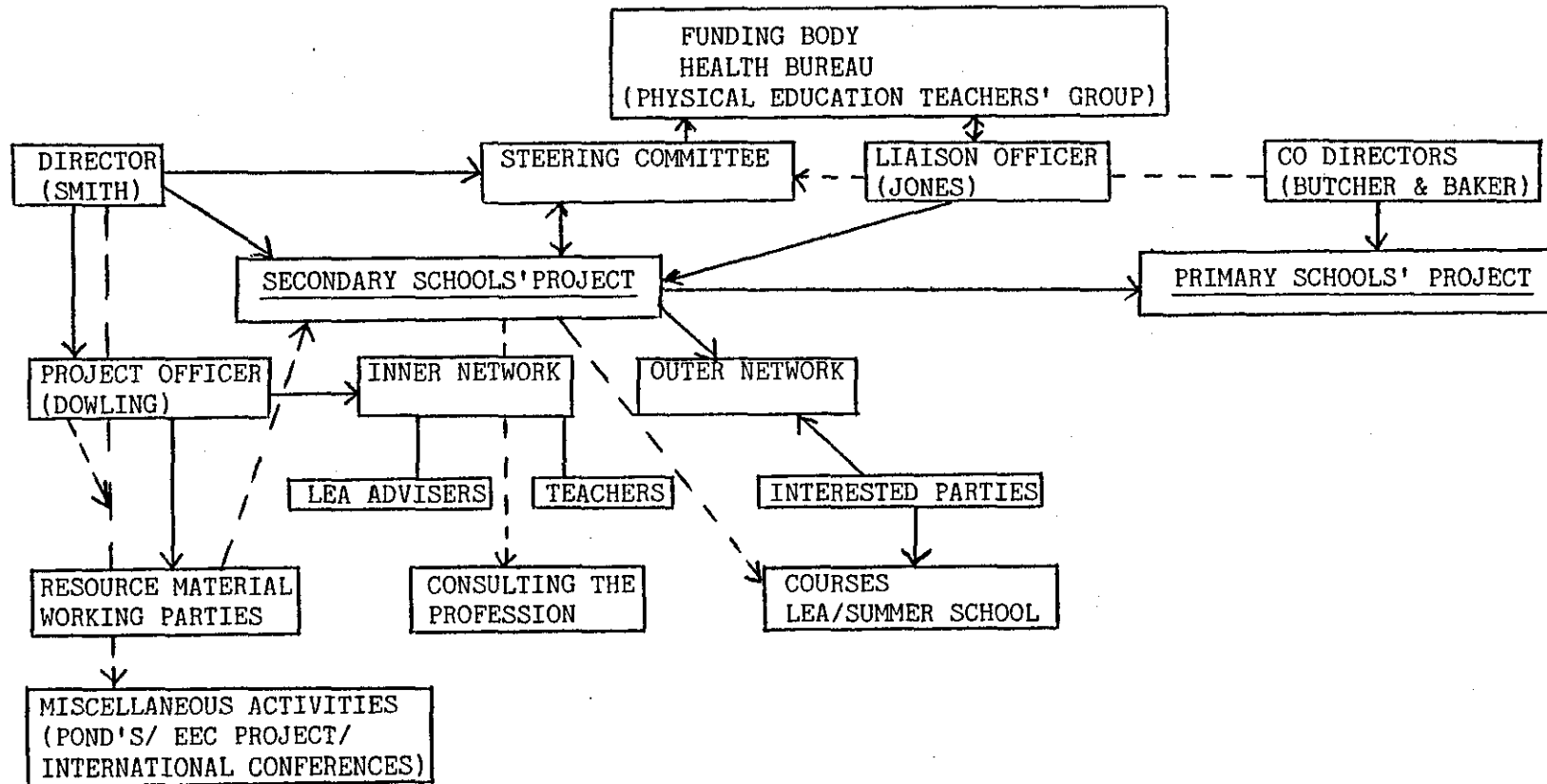


FIGURE 4.1

The HB did concede to recognising the PETG's early involvement in the initiation of the development by referring to the association in the official title (correspondence to Smith); naturally any project would benefit from the support of a national professional body, even if it were simply moral support, and the HB were quick to harness this. However, it was the HB's sole funding that provided the University of Westside with £92,000 for a two year period, and thus, it was the HB which dictated the ground rules for the operational structure of the project (rules clearly outlined in the Grantholders' Handbook).

A bid for some power was made by the PETG's General Secretary at the first Steering Committee meeting, when he offered financial support by way of printing costs of the proposed newsletter publication (see Minutes 7.5.85, 85/3); a seemingly well-intended gesture for facilitating the sharing of project developments, and yet, a point, which in the future, was to cause a disproportionate amount of aggravation (see below).

At a more personal level, the HB appointed an officer with special responsibility for the project, whose role was to regularly liaise with the Project Director and to oversee the day-to-day business and also to report back to the HB on progress of the initiative. This officer was Mr Jones, who in fact was closely involved in the planning of the project at its birth; a new member of staff at the HB, with a background in PE teaching, quite naturally it seems Jones was keen to utilise this opportunity to ease himself into his new environment and equally to prove his worth to the HB. Indeed, Jones was the first to admit that he spent a disproportionate amount of his time on this project compared to his other

responsibilities (Personal communications). Jones' newness in the job, and the high turnover of staff at the HB during this period, offered little support in monitoring the project in the 'normal' HB fashion, and largely it was felt by those working at the coal face (ie, Smith, Coat, and Dowling) that very little monitoring occurred - one very much felt as though one had been handed a 'free rein'.

At this point, it also has to be noted that Jones' working style was extremely laissez-faire, and his management rested on assuming a low key role and wearing the hat of a participant observer. Jones states that he was in awe of Smith's energy for curriculum development: prior to the contact with Smith via the project's birth, Jones had attended sessions led by Smith and respected his professional ideas. Jones states,

"...I guess Smith as Director was my choice...because of his experience in curriculum development."
(p3, 22.1.87)

One continually had the feeling that Jones felt subordinate in Smith's company, probably on account of his very recent promotion out of the school arena - there seemed to be a hidden undercurrent of the student and master at work. As a result of this perceived skewed professional relationship, it seems Jones rarely had the confidence to question the structuring or the running of the project; in effect, his monitoring role seemed to take on the guise of an 'admiring supporter'. This issue is fundamental in coming to terms with the evolution of the project.

In contrast to Jones' seemingly peripheral attention to the emerging working structure, the PETG's General Secretary, Mr Hat, tried to assume an

extremely dominant role: rather a paradox given the aforementioned insight into the PETG's financial support of the project. Hat seemed far from content to sit back and allow Smith to direct the initiative, and he continually made bids to influence affairs. Jones cites just one such incident:

"... Hat started to make it plain that he wanted control. He took me on one side and, you know, he sort of warned me off against Smith. He said that it would be much better if the PETG controlled it <the project>"
(p4, Interview transcript 22.1.87)

This example refers to a meeting in the early stages of the project, and it offers an insight into the increasing attempt made by Hat to meddle in the project's affairs; perhaps more importantly, it provides an insight into the growing number of situations whereby Jones became the pawn in the ensuing power struggle between Smith and Hat for control over the project. In theory Hat's power to influence the project rested with his place on the Steering Committee, in practice, his strong personality and his striving for the best for his association's members, cannot be ignored in an understanding of the project's development pattern. He certainly tried to get the optimum mileage out of his small investment in the printing of a few hundred newsletters.

b) The Steering Committee

A Steering Committee was set up in accordance with the HB guidelines on the development of a project, and according to the project proposal (see Project papers): "...would be responsible to the HB for major decisions concerning the project, and would monitor the project's progress". The

Committee members were invited for the following reasons: due to their direct association with the funding bodies; because of their previous experience in health education projects; or because of the insight they could bring with regard to the state of physical education in current practice. The Committee nominated by Jones and Smith for the period 1985-87 and approved by the HB was as follows:

Professor Coat (Chairman) - Head of Department of PE and Sports Science, University of Westside

Smith (Director of Project) - Department of PE and Sports Science, University of Westside

J. B. - PE Adviser /General Secretary of BAALPE

P. B. HMI - Her Majesty's Inspectorate, specialist in PE

Miss S. J. - Head of PE, Trinians Girls' College (PEA member/private sector representative)

Mrs J. L. - HB member/Head teacher

I. McC. - District Health Education Officer / previous HEC project co-ordinator

Butcher - Institute of Education, University of Northside/
representative of the PETG's Curriculum Committee

C. M. - Senior PE Adviser / PETG President

Jones - HB Officer

Hat - General Secretary, PETG

Mrs J. W.* - Head of PE, in a secondary school

Mr D. A.* - Head of PE, in a secondary school

(* Mrs W. joined the committee at its second meeting after a suggestion by its members for two heads of school PE departments; Mr A. only attended the last meeting of the Steering Committee)

The Committee's terms of reference were outlined at its first meeting in May 1985 as follows:

- i) to monitor the progress of the project
 - ii) to receive a written report on the project at each meeting and to make comments as appropriate
 - iii) to agree to the format and quantity of the resource materials produced
- (Paper SC1, 7.5.85).

The Committee was to meet on three occasions each year and the Chairman was responsible for reporting directly to the HB regarding progress on the project.

During the two year period the Committee met 6 times but owing to sometimes unavoidable clashes of appointments, rarely did all the members manage to attend the sessions. Particularly it should be noted that due to internal changes within the University in August 1985, the Committee's Chairman became the Pro Vice Chancellor: at this point he did offer to resign from the Committee because of his increased duties and time commitments, but the HB asked him to remain as the group's leader. In addition, another member of the Committee who attended few meetings on account of persistent ill health was the representative appointed by the HB, Mrs L., whose invaluable project experience was no doubt sorely missed. In effect, the Steering Committee did not really function as a group and it was often lacking in continuity between the various stages (a gap of 6 or 9 months on the work of the project was experienced by some members). In fact, in many ways the meetings acted simply as a focusing point for the Director to take stock of what had been happening: he would report to the Committee and generally speaking, they would offer a 'pat on the back'. Certainly a few discussions took place on poignant issues - such as the need for sound evaluation of the project booklets before they were sent to the publishers - but in terms of instigating specific issues or directly

intervening in the course of a development, one is hard pressed to find evidence of this in any of the Committee's minutes. It is, therefore, in this sense that the Committee can be likened to a 'supporters' club': it was there to 'cheer and boo' on the sidelines when appropriate, but it did not have the power, or rather its members were content not to assume any power*, to take boardroom decisions. (* Hat did not fit into this category: he did seem to want power. Yet, his shrewd operational style opted out of the minuted, public debating arena, and he tended to operate within unstructured channels.) All of the members held responsible, often overworked, positions in their respective jobs and one can understand their resistance to taking yet more work on board, particularly as the HB seemed content with the progress of the project as it stood.

As far as the Committee's direct accountability to the HB stood, the inbuilt channel for the Chairman to report on the project's progress was never formally utilised. The liaison officer did meet up with Coat, and whilst these meetings centred on issues concerned with the project, no meeting was ever set up specifically to enable Coat to report the progress of the initiative to Jones; considering Jones sat on the Steering Committee meetings it could be assumed that any further encounters would have been repetitive in nature.

c) The Project Director

The role of the Project Director was described as being, "(to) co-ordinate the work of the project staff", and this was to require "one day a week of University time" (see Project papers, Project proposal p5). Given the

proceeding two sections, though, one soon realises that the role of the Project Director was far greater than these short lines imply. However, Smith's timetable allowed at least 2 - 3 days a week on the project; added to this, Smith's working style led him to spend even more time on the work of the project.

In many ways it was inevitable that a project originally designed to take place over a 4 year period, which received funding simply for two years, was going to demand more than one day a week's work on its development. To start with, the project needed to be scaled down to a realistic set of objectives, and moreover, the proposal document offered nothing more than a skeleton framework for development: a great deal of flesh was absent from the submission. Certainly there was to be a full-time worker to oversee part of the development stage, with the intention of replacing this individual with an experienced teacher fellow after one year; yet, the salary offered for this post was hardly going to attract personnel with the necessary and relevant project/research experience. The Director would be required to initiate the working structure, and to add that flesh so clearly lacking in the project's advent: as it has been stated already, the HB nor the Steering Committee wished to assume this responsibility directly.

In effect, the Director was virtually to control all project activity; without doubt an overwhelming burden of responsibility on any one individual. However, it has to be said that in many ways Smith revelled in this role: close colleagues often commented on his pioneering spirit and unfailing enthusiasm for his work. Undaunted by the prospect of what he

had taken on board, in fact, Smith himself admits that he continued to take yet more things on for his consideration:

"...having got involved in innovation, there were all sorts of other things that came up - like Ponds, the EEC, and so on."
(p15, 19.1.87)

"I think that I tend, anyway to be over ambitious about what I can do."
(p20, 19.1.87)

Jones, in discussing Smith's working style states:

"...he's been very busy, in a sort of 'busy, busy' sense."
(p8, 22.1.87)

Coupled with Smith's eagerness to take on board additional tasks, at the same time, it has to be said at his stage that Smith's working style is, and was, extremely individualistic in nature: he has likened himself to a juggler attempting to keep many balls in the air, in the hope that one of them may 'come up trumps' for the development of his initiatives. He draws himself within another analogy,

"<I was>...riding different horses, and when you jump from one to another, it's not easy to ride properly."
(p14, 19.1.87)

He admits that his working style may be removed from that, say, of teachers:

"...I am more comfortable working with that <unspecified framework> - I don't get uptight about it - and it's not everybody's way of working."
(p12, 19.1.87)

Thus, whilst faced with an enormous work load it also happened that the man destined to assume responsibility for it happened to entertain a far

from conventional working mode. In addition, in spite of the University offering to support the project considerably - the release from lecturing hours was very real in resource terms and man hours - it seems that Smith was not content to capitalise upon this good fortune, instead loading himself up with yet more responsibilities: he agreed to sit on many committees and attend national meetings; he continued work/seminars on the 'games for understanding' initiative; he attended international conferences; and he took on shared responsibility for six MPhil students. It could be argued that many examples of the latter were as a direct result of the project's existence, but as so many project pioneers who have trodden the innovation pathway previously have discovered, the cost of such commitments often outweighs the benefits, and it is all too easy to be sucked into an unproductive circuit.

As it happens, the appointed Project Officer was prepared to take on more responsibility than the position's job description outlined. She never had been able to assume a 'back seat' role, and Smith's desire to nurture a "team" approach to the project enabled her to assist him greatly with the enormous task of launching the proposal into operation. With hindsight, it probably would be true to say that without this independent nature and openness to assume responsibility for administering large aspects of the project, Smith simply would not have been able to pursue the many sidelines which in fact he did. I believe the extent to which he began to depend upon the Project Officer's contribution to the project was borne out when during the second year the notion of a teacher fellow coming to work with him vanished into thin air; after a period of 5 months on the project he sought permission to offer the Project Officer an extended year's

contract, which she duly accepted. As a result, the Director's role in the project was assisted greatly by the Project Officer and his personal influence often was translated into action by the Project Officer; Smith came to rely on her to initiate action after he had fed her verbally with his ideas.

Therefore, whilst Smith chose the structure of an Inner and an Outer Network to develop the work of the project, and to utilise working parties to produce resource materials, often the establishment of these groups and their guidelines for practice came via the Project Officer; he seldom adopted a frontline approach, nor did he publish his philosophy or strategy for change. Naturally this resulted in a situation of confusion and anxiety for those people involved: often they felt custom dictated that they had to address the project through its Director, but increasingly they realised their answers would be met more directly through the Project Officer. In turn, this created a tension, although often a covert tension, between the working relationship the Director had with the members of the Inner Network, the working parties, and finally but by no means least, the relationship between he and the Project Officer. The Director's highly personalised working style met its problems head on in this anxious atmosphere, and yet he did little to alter his approach; perhaps the latter is understandable given that anyone's style is a result of what is comfortable for them - it must be hard to appreciate that others feel far from comfortable within the same framework.

In effect, whilst the Director had the greatest potential for outreach to his fellow project workers and had the entire development structure at his

fingertips, in many ways one can trace his moves to illustrate that he shunned such direct control. Ironically, it seems whilst Smith strove to have this direct involvement, the way in which he tackled the challenge prevented him from achieving his goal. His generous and out-going nature made him extremely vulnerable to outside influences, and unwittingly he was pushed and shoved in many directions away from his original purpose; Smith's desire to help everyone and his will to share with people allowed him to be manipulated into pursuing roads which possibly were inappropriate and often were 'dead ends'.

Thus, at his stage, one summarises his role as an initiator of ideas and an overseer of events; it has to be stated clearly that his directive role was generally once removed from the frontline. Truly he had autonomy to do as he pleased, within the rules laid down by the HB Guide for Grantholders, because of the style of monitoring in operation; yet, by his removal from the coal face, inadvertently Smith's project seemed to fall out of his directive.

d) The Project Officer

As I already have outlined, I joined the project in September 1985 to assume a position mainly concerned with administration. I had completed my probationary period in teaching and had decided that my career path would probably benefit from stepping outside of the school arena. I was attracted to the position by the possibility of pursuing research, which in the long term may have served me well for getting a foot inside the door

of higher education. Whilst I had enjoyed the short experience of teaching, I suppose I had decided that the motivation would be short-lived: the repetitive nature of the job and the monotonous administrative pitfalls would be my downfall. I felt my mind would be better employed with a broader challenge: certainly I enjoyed the social interaction of teaching, but I also missed the cerebral challenges of study.

In addition, having been a member of an extremely traditional PE department in a modern large comprehensive school in the state sector, I was beginning to look for an alternative to this traditional curriculum; my short experience had questioned the relevance of the major team games, for example, as the main dominant component in the programme. The battles of trying to motivate young fourth and fifth year pupils to play winter games were more akin to trying to climb Everest with no climbing experience; there simply had to be an improved alternative. Indeed, I had tried, albeit unsuccessfully, to convince my colleagues that 'games for understanding' and 'health-related fitness' offered the PE profession with an exciting development; I therefore was interested sincerely in the area of a health focus in PE. In spite of the short contract being offered, there was enough potential within the position to captivate my attention.

As I have said in the last section, on resuming my role as Project Officer I quickly took on board additional responsibilities to the ones described in the job description. In many ways, Smith used me as a 'sounding board' against which to bounce ideas and he shared all his views and opinions with me: his style was very much one of equality, rather than an authoratative director. Naturally I was flattered by his trust in me and

was only too happy to take on more of a central role in the affairs of the project. It is only with hindsight that I can see how I perhaps contributed to the Director taking a step back from the frontline, which later on in the life of the project was to have such an impact on the course of events. Certainly I was full of enthusiasm for the work being undertaken, and I was more than willing to learn about the process of establishing a national project, but I am the first to admit that I was 'green' in the extreme with regard to innovation in education, and particularly with regard to the work of 'action research'. I suppose I could be accused of behaving in a fraudulent manner: I agreed to assume responsibility for work about which I knew very little and was only in the throes of learning myself. Yet, as the project unfolded, I increasingly found myself taking decisions and proposing working structures, about which I had no experience. Again, in retrospect, it is easy to see that in the early stages of the development I should have insisted that the Director liaised with the members of the Inner Network and so on; but given the fluctuating amount of time he spent on the project (he never put set days aside to do the work, rather he spent a few hours each day) it was easy to agree to doing these things myself. Naturally I set my own precedent, and my pride later on prevented me from shying away from the often heavy responsibilities which came my way.

Instead of simply administering the Director's plans and theories, on account of his personalised style which saw no need to document and publish the emerging project structure, I found myself assuming the role of interpreter of his rationale: I sympathised with the advisers and the teachers who were to participate in the Inner Network, knowing that if I

were to be in their position I would wish to know exactly what my work was to entail. The documents outlining the role and the work of the Inner Network were written by me; of course they were a direct result of conversations with the Director, but more often than not the documents were sent out entrusted to my discretion. I could easily have misinterpreted the Director's viewpoint, and yet, there was no inbuilt mechanism to prevent this from happening.

The role of the Project Officer, therefore, in the two year initial phase of the project was considerable: my influence on the course of events cannot be ignored.

e) The Inner Network

The notion of an 'Inner Network' emerged as a viable structure for the Health and Physical Education Project due to Smith's convictions about the need for participating schools to assume an 'experimental' role. In other words, the Director did not wish to see the 'field testing' model of resources to form a part of the project structure: the participating schools were not simply to provide a testing ground for resources which had been produced centrally. Indeed, the original aim of Smith was to involve the teachers in the development of resources and to encourage them to reflect upon their practice, as a means of unveiling the 'new way forward':

"...the critical things about change were that teachers should come to recognise that change was necessary themselves. So I felt the first year should be about that process and their role was to develop a critical evaluation of their own work...I definitely

wanted the Inner Network schools in the first year to come to a position where change was a consequence of reflection."
(p3/4, Interview transcript 19.1.87)

He cites the influence of the Ford Teaching Project (FTP) and the Teacher-Pupil Interaction and Quality of Learning Project (TIQL); during the history of the latter, the notion of an Inner Network was coined by Elliott (1981) (see Chapter three). Basically an Inner Network was to constitute a small group of schools which was to undertake to carry out reflective work on their teaching, in turn they then were to share their practice with other schools in the network, from which it was to be attempted to theorise about classroom practice; thus, offering a foundation on which to base innovation. In other words the teachers were to engage themselves in practising 'action research' (see Chapter three).

As far as the Health and Physical Education Project is concerned, Smith translated Elliott's idea into his own form of Inner Network which was made up of six local education authorities (LEAs), where within each LEA a number of schools were invited to participate on reflection of curriculum practice. Unlike Elliott's experience of an Inner Network, the project's group of LEAs or schools were not geographically condense: the participating LEAs were Blueborough, Redborough, Pinkborough, Greenshire, Yellowshire and Fawnshire. The Director offers underlying principles why these particular authorities were chosen: i) they provided contrasting pictures of LEAs, with an equal representation of three shire and three borough authorities; ii) the advisers of PE were generally people who would be willing to offer the additional time required for project work; iii) one LEA was chosen specially for research purposes from the viewpoint

that their operational style was not mainstream, and thus would provide an interesting insight into an atypical authority; and iv) there were political reasons why certain advisers would benefit the project.

Regarding the choice of the Inner Network members Smith states,

"First, the fact I knew that they had a record of producing the goods - that was the first priority. I chose Greenshire as a rogue authority, and I thought from a research point of view it would be interesting to see what would happen..."

"You had to work with people you knew and therefore it was very much about 'relationships'. I knew that if I asked X it would be done, and I knew if I asked Y it would be done."
(p5, Interview transcript 19.1.87)

Indeed, in reality, the latter issue was fundamental in influencing Smith's choice of Inner Network authorities; even in his 'rogue' authority, he had close former links with the advisory personnel. Coupled to this was the stress Smith focused onto useful political allies: he was very much concerned with gaining support from the various national professional bodies of physical education:-

"...if you could convince X, then you could convince a whole load of people."
(p6, Interview transcript 19.1.87)

On account of the informal communication channels on which Smith placed a great value, the actual formal process of initiating the Inner Network never really featured. A few quotations illustrate this point:

"<in 1984>...Smith came to talk to one of the early meetings <LEA based group>...saying that this project would like us to be involved."
(Paul, p3, 18.11.86)

"Where did I hear about it? It was an old boys' network."
(John, p7, 12.3.87)

"My only contact with Smith was in fact when we ran a DES course here in 1984...and at one of the meetings he said, 'How about Yellowshire LEA?'...I said, fine. Let me know. Now, I think that was a good year because we didn't hear you see and there were no communications and then all of a sudden you'd been given the go-ahead and the project was set up."

(Luke, p1, 9.12.86)

"...He mentioned that he'd received some money...the project was in the offing...<he would> like Greenshire LEA to be involved. Probably because he knows Y, he's from the area and we've done work in health education anyway."

(Mark, p1, 9.3.87)

"...I suppose I was aware in the initial discussions...he wanted <LEAs> where he felt he could get support from the advisory service - he wanted people who would be prepared to go along with him."

(David, p3, 9.3.87)

Certainly, it was not until I took up the post of Project Officer that any formal structuring of the network occurred: even then, for a month and a half I was under the impression that the LEAs to which the Director frequently referred had undertaken some sort of formal agreement. However, after meeting the so-called Inner Network leaders at a meeting in early October 1985 I quickly discovered that they were very much 'in the dark' with regard to their role. Thus, after numerous conversations with Smith I drafted a summary of how I perceived the role of the Inner Network to be, and forwarded this, together with a formal invitation to join the project, to the aforementioned LEA PE advisers. (See Project papers). Subsequent correspondence also was the result of my interpretation of the Director's overall strategy, and in addition, I found myself mailing the advisers with information which I personally deemed useful in the context of the project, such as a questionnaire which I requested to be completed in order to supply me with data regarding the Inner Network's composition.

Communication between myself and the LEA advisers was supplemented by occasional telephone conversations, usually centering on queries, and I also endeavoured to visit each authority in person. The latter, though, did not form an integral part of the project structure; rather it emerged on an ad hoc basis, as I increasingly felt a need to gain more 'face to face' contact with the teachers and advisers in the Network. Of course, the Director also received informal communication from the advisers (not always focused on project business) - but there was no formal channels for regular links with the key personnel in the LEAs.

At a secondary level, it is interesting to examine the composition of each of the six participating LEAs; once again, there was no document outlining the procedure of recruitment to the authority based groups. Consequently the six advisers opted for a number of recruitment styles ranging from an open invitation approach to direct selection; the number of teachers/schools involved varied considerably, and the criteria for joining followed no pattern. For example, one LEA stipulated that a whole PE department had to be committed to the project, whereas in another authority an individual could operate on an independent basis. The following quotations offer an insight into the establishment of the Inner Network:-

"...having done the inservice course, I suppose we had an introduction to it."
(Teacher C, p1b, 2.4.87)

"...I asked anyone who was interested in health-based PE to come together as a group; now that was formalised in 1983...we were already doing it."
(Paul, p3, 18.11.86)

"...we wanted...to focus perhaps on three schools who were thinking about the curriculum and three schools who were not."

(David, p4, 9.3.87)

"...from talking to the teachers from those schools (on a HRF inservice course) we selected 8 who were already heavily involved. So they weren't starting cool."

(Mark, p2b, 9.4.87)

In many ways the lack of structure was a part of the Director's framework:

"I also felt that it was important that we didn't have a clearly worked out direction for the project...based on my experience and reading of the innovation literature, that it would actually emerge in debate and in discussion, and the development of ideas. Therefore, I was well aware...that a clear, coherent pattern would not be followed through. The whole thing would be emergent, would be developing and grounded in our own practical experience of talking to teachers, working with people and developing ideas...I think there was more of a clear notion of innovation and work to do with teachers..."

(Smith, p3/4, 19.1.87)

Yet, it seems there is a major difference between accommodating an open-ended goal and the lack of provision of any form of framework in which to achieve the goal. Considering the Director claims the Inner Network was based upon the work of the FTP and the TIQL project it is strange that the emphasis these projects placed upon the acquisition of research skills and a close support network for teachers appears to have been omitted from the Health and Physical Education Project.

Instead it appears that the Director envisaged the Inner Network leaders as providers of these essential ingredients: the onus was placed upon the LEA advisers to initiate 'action research' within their teacher groups, without so much as a written policy to guide them in their task. The recruitment to the Inner Network did not stipulate any need for 'action research' experience, so the likelihood of members displaying these skills was poor. During interviews with the Director he states that central

documents like these would have been inappropriate because, "...All of them were different, X for example was quite advanced." (p10, 19.1.87). However, the Project Officer did attempt to impose some form of order on this significant aspect of the Inner Network, with the support of the Director: a time line or discussion and research topics was created and circulated to advisers. The teachers also were asked to hold regular school-based meetings in addition to the central LEA meetings, because the Director was keen for school-based reflection to occur.

Finally, in addition to the reflective stance which the Inner Network was expected to assume, the participating teachers were to contribute to the production of resource materials. Indeed, Smith saw that often resources can act as a spur to initiate evaluation:

"I'd begun to realise that content was far more important. You wouldn't change teachers through evaluation, you'd change them through a dialogue between teachers about the nature of content."
(p2, 28.11.86)

It, therefore, was proposed to the teachers that,

"You will translate your rationale into a practical teaching setting to produce resource materials for your own school and to share with colleague...in addition to your own important ideas in this field, the project has set up a number of working parties to produce resource materials...and hopefully these will prove useful to evaluate in the teaching environment."
(See Project papers, An Introduction to the Inner Network: the goals of our work and some words of welcome')

In summary, the Inner Network was an invited group of PE practitioners, who voluntarily* agreed to examine the role of a health focus in physical education. The communication structure centred on the Project Officer liaising with each LEA PE adviser, who in turn, communicated with his/her

participating teachers in a manner which suited the particular LEA. There was no formalised communication between the project's administrative base and the teachers. The Project Officer's communications were as a result of discussions with the Director or due to her own initiative. Although a working framework was offered to the PE advisers there was no obligation to fulfil the suggested action plan; indeed, no formal negotiation phase occurred between the Project Director and the individual LEAs. Hence a laissez-faire operational style for the Inner Network came into being; the degree of participation hinged on: firstly, the commitment of the PE Adviser to the development work, and secondly, on the commitment of the individual teachers and schools who became involved at the LEA level.

(* Most participants were volunteers; a few of the teachers, though, did come under a selective practice by PE Advisers.)

f) The Outer Network

The concept of an Outer Network was not a feature of the project's proposal document. Just as the idea of an Inner Network emerged due to Smith's interest in the TIQL Project, so did the idea of an Outer Network. Elliott's (1976) Outer Network was created to support individual school departments who could demonstrate that they were undertaking similar action research to the Inner Network on the TIQL Project: if these departments were carrying out action research they were allowed access to all the central project papers, as well as access to the numerous case studies being produced by the Inner Network members. Smith's interpretation of an Outer Network for the Health and Physical Education

Project was somewhat different: he saw the network in terms of a regular newsletter, circulated to subscribers who were interested in the work of the project. A reference to the role of the Outer Network can be found in the project's initial newsletter:

"...These newsletters will contain information about health-based physical education, they will include certain resource material from the working parties, and ideas which teachers can try out in schools. Similarly, the newsletter will provide an opportunity for teachers to express their views on issues and share experiences with the profession."
(piii, Newsletter No 1, 1985)

In other words, a network of individuals interested in the project would present itself, and by the means of a newsletter, the work of the project - the Inner Network and the resource material working parties - would be accessible to a larger audience nationwide.

The Project Officer edited the newsletter: sometimes individuals were requested to write a particular article or provide research topics, and sometimes individuals submitted their own ideas to be published.

Unfortunately the idea of using the newsletter as a way of sharing grassroots teacher experiences of development was extremely slow to get off the ground; invariably the newsletter was an update of project affairs, with a few basic supplementary research articles and ideas for trying out in schools.

The outreach of the newsletter was quite substantial - in addition to the project's own subscribers' mailing list, the PETG's Journal of Physical Education (JPE) incorporated each edition into their publication.

Certainly the newsletter opened up the project's accessibility and gave it

a high nationwide profile. It has to be said, however, that this inclusion of the newsletter into the JPE also had some flaws: many receivers of the JPE were not aware that each project newsletter would be included in the journal and they, therefore, subscribed to the project, too. Of course, a number of teachers understandably were annoyed to discover they had duplicated their subscriptions, anger which increased when they also discovered that due to the machinery of the University finance system, it was impossible to obtain a refund! (Luke interview, 9.12.86). Whilst this small point seemed insignificant at the time, one wonders how this type of incident may have alienated some people to the work of the project; it is so easy to grasp at one small failing and to magnify it into the broader context. Similarly, a number of people voiced opinions associated with a 'money grabbing' regime: the £7.50 subscription was seen as being too expensive for the return. Of course printing is far from cheap, and costs do have to be covered from somewhere; at the same time, it cannot be ignored that the Director certainly did see the newsletter as a welcome source of revenue to aid future research and this opinion may have been unwittingly transmitted and misinterpreted by certain individuals.

Having drawn attention to a few practical problems associated with the newsletter, it has to be said that generally speaking, subscribers were pleased to receive it and it did offer food for thought. To start off with, the project endeavoured to circulate sponsored literature (for example, Fisons Pharmaceutical publications on Asthma and children), in addition to the newsletter itself, but unfortunately 'good' publications were in short supply and this feature sadly tapered out. The Project Officer did produce a few additional leaflets: for example, 'Fitness Is

Fun!', a compilation of ideas to increase pupils' activity levels. Yet, this was a time-consuming process and as the day-to-day pressures of co-ordination began to increase, the leaflets assumed a minor priority. In fact, the compilation of the newsletter did occupy a considerable amount of the Project Officer's time, and within this context, one has to ask whether the two-monthly publication was worth its investment. With hindsight, a quarterly newsletter would probably have sufficed, given the nature of its actual content and its role in terms of a health focus.

On a somewhat arbitrary note, it is interesting to note that the members of the Inner Network did not necessarily receive the newsletter. Basically this was due to the notion that each PE adviser would receive a copy, and in a similar way to the other project documents, he/she would photocopy the edition and circulate it to individual members. As those people who have experienced the tedium of photocopying are only too well aware, the time-consuming nature of this task, as well as the cost to the LEA, may very well have outweighed the benefit in the eye of the advisers. Whilst no documentation exists, I recollect that it was felt that individual schools in the Inner Network could subscribe to the newsletter like anyone else; the PE mentality of simply investing capitation into equipment had to be broken down in Smith's eyes. Yet, given that one of the newsletter's objectives was to provide a platform for sharing 'hands on experience', again in retrospect, it seems strange that there was no inbuilt mechanism between the Inner and the Outer Network structures.

g) Resource Material Working Groups

A further part of the overall project structure involved the establishment of a number of working parties on various curriculum issues relating to a health focus in PE. In the original grant proposal document to the HB paragraph 4.2 stated:

"In the second year, a writing group will be formed to prepare pilot materials for the use in schools, and workshops for teachers."
(see Project papers)

This group was to be composed from the following representatives: the Director of the project; teachers from the Inner Network; the Project Officer; the Teacher Fellow; a PETG officer; and 'others' as appropriate.

As it already has been stated, whilst the Project Director saw the process of reflection and evaluation as being the key to 'real' change, he too saw the vital role that resources might play in such a reflective process, and thus, this writing group became a part of the proposal. In fact, at the inaugural meeting of the Steering Committee, the idea of a writing committee was abandoned; unfortunately the documentation is scarce surrounding this change of course, and no one seems to be able to recollect the exact reasons for its abandonment. The minutes of the meeting simply read:

"As no writing committee (paragraph 5.3 Output Committee Report) was to be established it was proposed that all resource materials should go through the Steering Committee."
(Minutes of the Steering Committee, 7.5.85. 85/2)

In other words, the Steering Committee was to act within an overseeing/evaluating capacity for the resources produced; yet, quite who was to be involved in the writing of these materials remained obscure at this stage.

The next 'official' documentation referring to the resource materials can be found in the project's first newsletter (a document which was written by the Project Officer after consultation with the Project Director). In describing the overall structure and development plan for the project, it is stated:

"The project will draw upon national expertise to set up a number of working parties to produce comprehensive booklets offering a range of foci in pupil activities, teaching approaches and information packs in the following areas:

Phase 1 - conditioning; monitoring fitness; stress management; personal and social development; specific content areas, eg. athletics, gymnastics, aerobics; special needs - asthmatics, epileptics, diabetics.

Phase 2 - promotions, eg. presenting a health education week; how to set up a resource centre and time table changes; linking up with other departments; the role of computers in PE; teaching strategies involving children in their own learning.

...Inservice protocol material...these will be in the form of guidelines to assist heads of department and teachers in organising their own school-based and school-focused courses to incorporate changing the focus in the curriculum towards health-based PE."

(p11, Newsletter No 1, 1985)

Clearly the objectives outlined above show an enormous commitment to the production of a wide range of resources: indeed, the production of each of these resources could constitute a project nearly in its own right! In fact the enormity of the workload soon curtailed the grandiose aims of producing ideas in all of these areas: the financial commitment of the HB

towards the resources had amounted to a sum of approximately £12,000 and this included the cost of publishing materials (given that professional printing of one small booklet easily costs up to £10,000, clearly the scope was severely limited; unless, of course, the contents of the proposed resources could be sold to a commercial publishing house.) The Project Director, therefore, was faced with the challenge of producing sufficient materials to entice the teachers of PE towards reflective practice from a budget which basically meant he was working with his hands tied. The Director was extremely well aware of the need to produce high quality materials: in his view teachers were more receptive to well-presented ideas, and furthermore, he is a strong advocator that teachers should demand and receive high quality products. He thus faced a dilemma which offered no easy solutions: he wanted to produce high quality materials 'on a shoestring'; in addition, he wanted to effect change on the basis of process, rather than on product, and yet the latter was in danger of consuming a disproportionate amount of time and money within the overall strategy.

The need to set more realistic objectives was seen by Smith early on in the Autumn of 1985, and many of the topics listed in the above extract from Newsletter No 1 were dropped. A new list of topics emerged including many of the specific content areas, such as athletics, gymnastics, swimming and dance/aerobics, with the two remaining choices focusing on conditioning and experiments to show the effects of exercise on the body. The establishment of the various working parties followed no protocol, and very akin to the Inner Network recruitment policy, the choice of membership rested on informal contacts; once again, Smith chose

individuals whom he considered reliable and who also had credibility in their given subject areas. Unfortunately, the informality of the establishment procedure overspilled into the negotiation of groups' commitment to the project; in the long term, a lack of paper documentation outlining the role of the various groups led to numerous misunderstandings and provided no basis for 'come back' on the part of the Director, when for instance deadlines were not met and so on. The majority of 'agreements' to produce resource materials of some kind were carried out during informal meetings or via telephone conversations; no contracts were ever drawn up or signed by either party entering the working partnership.

The composition of the groups varied enormously, ranging from merely one individual (in other words, not even a group of contributors) to a group consisting of seven people. Some groups chose to operate simply with a couple of actual writers for the ideas and the remaining members acting within an advisory and evaluative capacity, whereas other groups operated whereby everybody had to provide written ideas. Some groups chose to offer a series of lesson plans, and others opted to provide a more basic text book. Some groups met at very regular intervals and minuted the sessions, whereas others interacted on an ad hoc basis and recorded very little of their progress. One finds it difficult to cite any similarities between the operational styles.

An attempt was made by the Project Officer to impose some form of guidelines upon the working parties (see Project papers), but these vague comments were drawn up early on in the life of the project and were not grounded in any previous experience of working parties. In other words,

they were rather amateur and probably short-sighted in nature. The main instructions rested with the following vague statements:

"...it is proposed that working parties will follow these guidelines:

- a) After initial contact from the project, and where a number of different specialists are involved, there should be a meeting to discuss priorities. At this meeting a deadline date for an initial draft of work must be set.
- b) Independent production of materials can be developed within the agreed framework.
- c) A final meeting shall take place to oversee the entire package and to ensure that the separate inputs complement each other. If any changes are required a further deadline must be set for the completion of these.
- d) Finally the project will edit and produce the package, including the provision of a feedback mechanism."

(Guidelines for working parties)

In addition, a further brief document 'Guidelines for the structure of information booklets on health-based PE' was sent to the working group leaders, which offered a framework for the organisation of the booklet to be produced: an introduction; practical ideas; advice on equipment; and finally, advice on further reading and references. In short, yet what appeared to be another vague set of instructions.

Clearly the groups were to rely on the goodwill and initiative of their leaders. Given that no payment was to be incurred during the pilot phase of the project, and that all of the individuals involved had major responsibilities within their respective fields of employment, it does not take a lot of imagination to foresee the working style adopted by most groups. The contributors put in time on the health-focused work whenever the odd opportunity presented itself; it tended to be spasmodic and disjointed. Often it was difficult to organise centralised meetings of the groups, and therefore, contributors found themselves working in isolation,

apart from the odd telephone conversation. It can be no surprise that the arbitrary timeline discussed at the Steering Committee on 13.1.86 and aimed towards by the Director was nothing more than a 'pipe dream'; afterall, what incentive was there for the contributors to work in every free time they had when there was no reward to attain, other than the pursuit of professional growth? Certainly educationalists have a reputation for working on low-cost budgets, but long gone are the days when people can be expected to do something under a time pressure when there is no form of realistic reward. This time-line allowed the writing groups to produce something within five months of their invitation to participate (in some cases there were even fewer months); then it was planned for additional 'experts' to evaluate these during a two month period (was this a 'political' gesture by Smith to secure nationwide support from the profession?); and finally, the resource materials were planned to reach the Inner Network schools by May 1986. After a trial period of eight months, the same writing groups were expected to be available to rewrite and revise their ideas where required, according to the teachers' and 'experts'' evaluation comments. It is interesting to notice how the Director was placing emphasis on resources from outside agents, compared to the self-generation of resources from the Inner Network developing an 'action research' model. (Elliott 1976; Elliott 1981).

Of course, the ill-founded expectations of the working parties were soon highlighted when the first deadline passed by with no sign of any product; the May 1986 Steering Committee meeting discussed the problems of low finance, but were powerless to rectify the situation. Instead it was

suggested that a collection of case studies on curriculum initiatives associated with a health focus in PE should be produced as a stop-gap measure, and this in fact did materialise. Of course, however, a case study booklet did little to assist with the production of the other resources. Surprisingly, too, the participating teachers in the Inner Network did not receive a copy of the booklet, rather a single copy was sent to each of the LEA advisers to share within the group.

There were additional problems, anyway, more than the simple logistics of producing something concrete: another major problem was the lack of control over the input and quality of the booklets. Naturally the many writers had different writing styles, and the detail which they were prepared to provide within their ideas varied greatly. Also, whilst Smith invited the group leaders to produce resource materials because of their so-called 'expertise' in the given topic areas, often the expertise was based in the broadest context of that specialism. This 'expertise' did not necessarily match up with Smith's viewpoint of what constituted a health focus in the given areas. There was never a formal forum in which to debate the possible contribution of each area to a health focus, and therefore, it was likely that the philosophies would not necessarily match up to the Director's, and hence, the philosophy of the project. As there was no regular exchange of ideas on content between the project and the writing groups, this meant that it was not until the final version reached Westside that these discrepancies were unveiled. In one instance, the discrepancy was so great that the booklet in this form had to be abandoned. The latter provided an extremely embarrassing task for the Director, and it naturally provided cause for resentment towards the

project on the part of the contributors; a situation which so easily could have been avoided with a little more forethought.

In the end, five booklets reached the project during the months of September to December 1986. To prevent further delay of these materials into schools, the invitation of additional 'experts' to comment on the booklets was omitted as a stage in its own right; and thus, schools and further experts received copies at the same time. Due to the need for the material to be typed and produced into booklet form, in reality, the majority of the Inner Network schools received their copies by December 1986 or January 1987.

The evaluation was to be completed by May 1987, so the schools were left with little time to do their part of the work. As a consequence of this, as well as their lack of preparation in the skills of evaluation, the feedback which the project received on the resource materials was extremely poor. Naturally the working parties were disappointed at the teachers' poor response given their hard work and own effort: of course it was a 'catch 22' situation, the writers spent so much time on the resources that the teachers were left with little time to evaluate; and yet, if the materials had been rushed and scarce the teachers would have complained about that, too. All in all, the task set before both groups was too great given the time scale of two years and inappropriate funding.

The rewriting of materials for publication was very much based on the writers' own impressions of where improvements could be made to their

ideas; once again, it was difficult to impose time constraints on their schedule and thus, the booklets were not completed by September 1987.

The part the working groups played in the overall project is vital in the understanding of the reactions of the other parties involved.

Paradoxically, a project which set out to provide an alternative to the field-testing model of resource materials, became overtaken by pressures to produce resources and in doing so, it seemed to lose sight of the original objective of encouraging teachers to reflect on their practice. In hindsight, perhaps hastily-produced ideas would have sufficed to spark off in-depth reflection. Maybe the project should not have allowed itself to be dragged into presenting near 'finite' documents, to satisfy the pride of writers, and indeed, to allow its own pride to be overtaken by wanting to be associated with near-perfect resources. Certainly the Project Director and the HB saw the possibilities for commercial publications and perhaps this long term goal blurred their vision in the 'here and now': pressures for finding publishers and the like, perhaps detracted from the original purpose of the trial materials; that of encouraging teachers of PE to evaluate their current practice.

h) Consulting the profession

In addition to the advisory capacity of the project's Steering Committee, Smith saw the need to consult with other members of the physical education profession; he saw the need to capitalise upon others' expertise, but also he states,

"...we tried to get a political perspective on the project; having everybody with us. I was very, very conscious of an innovation - the first major project - that we could have people jealous of us, for all sorts of reasons."

(p16, Interview transcript 19.1.87)

To this end, therefore, the project actively sought to interact with numerous other interested parties, ranging from respected international physical educationists to teachers who were instrumental in affecting change. Sometimes the contact was via formal channels, although often it was as a result of informal discussions. Further to this apparent ad hoc approach, the Project Director officially represented the initiative on the joint committee of the Sports Council and the HB, 'The Fitness and Health Advisory Group', whilst the Project Officer interacted with the PETG's Fitness and Health Advisory Committee; thus the project had access to regular communication with the two major national committees on health and fitness at this time.

As far as the project's formalised strategy for engaging in professional debate is concerned, there were a number of avenues explored for this purpose, none of which became established practice. To start with, to coincide with the launch of the project, a large gathering of HMI Inspectors, LEA advisers, lecturers in higher education and representatives from bodies like the Sports Council, the Central Council for Physical Recreation and the National Coaching Foundation were invited to attend a 'consultative' meeting. A quotation from a paper circulated to participants provides a useful insight into the flavour of this 'consultative' activity:

"...the development in the field must capitalise upon the richness of physical educators and we must work together to arrive at the

best possible solution(s) to the issue...it is hoped that the representative group present today will be able to throw further light on future lines of development for the project."
(An Overview of health-based PE: trodden pathways and future avenues for exploration', October 1985)

Indeed, this comment from the summary of the same meeting adds more 'flesh to the bones':

"...it became apparent that there are so many people currently involved in work related to health and fitness, that it would seem madness not to utilise these valuable resources, and to bring together the research findings to benefit the good of all".
(An Overview of the Meeting: 'Consulting the Profession')

Unfortunately taking this sentiment into the world of reality was a lot harder than expected: peoples' existing commitments; the growing pressures on institutions to fight for survival; and personal jealousies, all prevented a true sharing of work on health and fitness. Similarly, if it was not careful, the project itself could have slipped into the trap of channelling a great deal of time and energy into nothing more than consultative meetings, detracting from the overall administration of the project.

Other fundamental attempts to seek the profession's views were arranged: nine months into the project a small 'Consultative Committee' was launched, and as a result of this meeting, a two day seminar of health-related fitness professionals (by invitation) was organised. The former drew together key individuals concerned with promoting health-related fitness, most of whom were involved in their own development initiatives; in many ways it was a political gesture, to be seen to be liaising with other parties, yet its timing was probably too late on in the days of the

project, and jealousies ran too high for it to offer a more constructive purpose. The latter was set up,

"...to try to organise a group of experienced colleagues in the field to assist with the dissemination of a health focus in PE; the project can act as a clearing house for would-be course co-ordinators and share the weight of presentation talks between those steeped in the area."

(Correspondence re. Presentation Seminar, June 1986)

The 'Consultative Committee' had agreed that often LEAs and the like were duplicating experts' input into courses nationwide by inviting two or more key speakers to the same day's events, and that it would be more appropriate to contribute to courses within a local geographical region, enlisting the help of local practitioners. To this end, a two day seminar brought together lecturers, advisers and teachers to agree upon common ground for courses, and to draw up a register for future inservice requests. In the long term, this initiative never materialised; once again, one imagines that individuals' personal stakes were far too high to share in the provision of training - professional status, institutional status and financial considerations could not be overlooked. Indeed, a comment in the summary report of the weekend offers an insight into the flavour of the exercise,

"...obviously we do not always agree on the path forward, but the lively debates arising from these differences of opinion can only contribute to a better understanding of the fundamental issues of the development."

(Report on Presentation Seminar, September 1986)

One could, in fact, take this insight a step further and argue that it disguises a much more fundamental rift in the growth of the project:

namely, an increasing opposition towards the whole initiative, not simply a dislike of altruism. Smith states,

"...I think the PETG were jealous...I think Arm was jealous...I think there were quite a few people...we had to keep advisers and the DES happy, and lecturers, and all the various institutions - who were keen on the outside, but who were looking on for the first major mistake for us to make."

(p16/17, Interview transcript 19.1.87)

He continues,

"...I felt we would probably have more goodwill. I didn't realise the political nature would be so difficult."

(p20, Interview transcript 19.1.87)

It was probably this undercurrent of growing opposition which prevented the consultation strategy from becoming a regular occurrence; the two groups outlined never met up again, although a second meeting of the 'Consultative Committee' was scheduled due to a number of reasons it was postponed and the ensuing climate meant that it was never re-scheduled.

1) The Sub-Steering Committee

Yet another tier within the project structure existed for a while, that of an unofficial sub-committee of the Steering Committee comprising of the Director, the Project Officer, the HB liaison officer, the General Secretary of the PETG and the Director of the Primary Phase (although it has to be stated that Mr Butcher's attendance was severely hindered by ill-health). There is no documentation outlining the remit of the group, rather it emerged as an 'innocent' forum for discussing the more day-to-day project

issues between the official Steering Committee gatherings. In fact, few documents exist to minute the discussions which occurred.

The Project Officer's diary comments on at least four meetings during the period September 1985 to November 1986. The issues raised at the meetings centred on things like the organisation of a national workshop, an invitation day for manufacturers and suppliers of health-related fitness equipment, and the publication of resources. However, a strong underlying thread of the meetings constituted a departure from these administrative matters, and as time passed by, increasingly the meetings provided the opportunity for the General Secretary of the PETG to try to directly affect the course of events. Often whilst on the surface issues appeared to be fairly innocuous, there were ulterior motives: for example, the PETG's administration of a national health-related fitness workshop at Westside University led to considerable financial profit for the PETG. Another example can be found in on-going discussions about the project newsletter, whereby Hat constantly tried to gain editorial control camouflaged under excuses of the problems of meeting printing deadlines. Eventually the attempted hindrance and interference in project affairs which tipped the balance out of Hat's favour came when, in November 1986, he tried to dominate discussions on the future of the project (both the secondary and primary phases); at this stage Professor Coat learned of the unsolicited meetings and within his capacity of Chairman of the Steering Committee requested that such discussion should be confined to that official body.

This request was met, but of course many informal discussions continued to take place between the various parties - the health-related fitness circuit meant that regular meetings were inevitable. The influence of this so-called sub-committee cannot be underestimated.

j) 'Sensitisation'

A further aspect of the project's work was concerned with 'sensitising' the profession towards the need to develop a health focus in physical education. In Smith's eyes, the project's theoretical position, its working model and its resources were all dependent upon successful raising of the profession's awareness of the philosophy of health in physical education:

"...the three aspirations that you've got were distilled out of the need to sensitise...I began to realise that the major thing was to get, to publicise things to people first."
(p2, Interview transcript 19.1.87)

Indeed, the importance of this objective was highlighted in the Steering Committee's first meeting, when an amendment to the accepted project proposal was made to paragraph 4: namely,

"iii) to sensitise representatives of the physical education profession in the role of health-based PE in schools"
(Steering Committee Minutes of Meeting, May 1985)

Naturally the aforementioned Inner and Outer Network offered the means for some sensitising, but in addition, the Director envisaged even wider publication of the project's objectives. The original notion for sensitisation was to assume a two-fold operation:

"...initially, there will be one day seminars arranged at a local level...to enable teachers to discuss issues about health based PE and provide opportunity for sharing anxieties and problems on approaching a change of focus."

"...Later on, one and two day practical courses will be held for teachers to explore methods of teaching PE with a health base."
(p11, Newsletter No 1, 1985)

The sensitising brief extended yet further to incorporate the use of professional journals and newspapers to raise both the profession's and the public's awareness about the possible changing focus in physical education. The Project Officer published short articles, for example, in the HB's 'Health Education Journal', 'The Times Educational Supplement', and a chapter in a monograph entitled, 'Foundations of Health-related Fitness' edited by Biddle (1987). The Project Director offered interviews to local television and radio stations. Also in early 1987 every school in England, Wales and Northern Ireland was sent a special newsletter outlining the aims of the project.

As far as the proposed teachers' courses were concerned, however, these did not in fact occur as originally planned. A major factor which warrants grave consideration was that of the influence of teachers' strike action during the period of September 1985 August 1986; although this has not been mentioned so far in the outline of the project's history, the enormous effect this action had on the course of events cannot be underestimated. In this context, it was politically unwise to proactively set up sensitising courses, and instead, the courses which were run tended to be reactive in nature; the result of advisers' invitations to run an inservice day, generally in LEAs where militancy was not prevalent. Hence, the provision of so-called sensitising days was ad hoc in nature, it

followed no coherent pattern, either in terms of geographical coverage or sequential structuring of the development of ideas. Certainly from September 1986 the effect of the strike diminished, yet by this stage, the project had become swept along in many directions and the original notion of a two phase sensitising programme remained buried.

A couple of 'national' one day 'conferences' were arranged, the PETG assuming administrative control for the events, which occurred in the first year of the project, and these were well attended by teachers, advisers, and lecturers alike. The attending numbers at such days, though, prevented the initial aim of, "...to discuss issues about health-based PE and provide opportunity for sharing anxieties and problems on approaching a change of focus", from being fulfilled. Instead, it would be fair to say that the days offered little more than a glimpse into the rationale for a health focus in physical education, and perhaps an informal opportunity for teachers to exchange their views.

The truly proactive course provided by the project took place at Westside University in July 1987, as a part of the Westside Summer School. In many ways, this six day course for teachers from all over the country (indeed, even from abroad - with a Spanish and a Cypriot representative) was the culmination of experiences from the many ad hoc days in which the project had been involved. One point which was highlighted clearly, in fact, was that the project's aims could not be tackled even in six days; thus, throwing into question perhaps the true value of one-off seminars. Certainly the latter could meet the crudest interpretation of 'sensitising', but in terms of cost effective use of time and resources, the one day

events might need to be questioned, as far as constructive debate is concerned. In many ways, perhaps the strike action was a blessing in disguise for the project.

One specific sensitising occasion which demands special attention is that of a meeting convened in February 1986 with the purpose of exploring the establishment of a broader network of Curriculum Development Centres. Unfortunately some delegates attending the session seemed confused as to the purpose of the gathering: some people understood it was a 'general' meeting about the possible growth of a curriculum development centre network for physical education, whereas others were under the misapprehension that the meeting was to investigate the sharing of the project. Naturally any misunderstanding of this kind can lead to feelings of hostility and resentment, and tragically, this vital 'sensitising' meeting of key PE professionals was seen by some as a poorly organised; both the Project Officer and a research assistant working on the project at this time received a barrage of telephone complaints the following day. Thus, the attempt, "to draw up guidelines for the centres, so there will be a common core for development policy throughout the country" (see Project papers, Proposal Document) failed. A committee was established at the end of the meeting to pursue the possibilities for a centralised strategy, but no further official reference was ever made to the Curriculum Development Centres issue again. This was an unfortunate turn of events, because obviously the Curriculum Development Centre structure could have offered the project the more localised approach to sensitising the profession. Certainly some established centres, for example, Coldham and Northside, continued to utilise this method of inservice teacher training, but there

was never any formal use of the system by the project. In retrospect one might question whether this was a most unfortunate occurrence.

k) Miscellaneous activities and events

Naturally a project which enjoys national status is bound to attract attention from numerous individuals and institutions which envisage possible shared programmes for mutual gain. On the other hand, such a project also devotes time to seeking out its own possible partnerships. The Health and Physical Education Project was no exception: a considerable amount of time was allocated to exploring possible avenues for cooperation and future benefit.

It is useful to categorise this aspect of the project's operation into two areas: firstly, liaisons for the exchange of academic information and thought, and secondly, liaisons for financial support and investment into the future of the project. The former also could be interpreted as a strategy for political harmony and survival.

Many instances of the latter can be traced in the reports to the Steering Committee: for example, numerous international conferences were attended and utilised for sharing ideas about the project; the project entertained "authorities" in the area of health-related fitness at Westside, such as Professor C. from the United States. The project held a series of meetings with other HB project teams; indeed, with the project proposal document stated,

"seek and develop links with other projects and curriculum development groups, including HB projects..."
(Project proposal document)

This brief was extended to servicing national committees from bodies such as The Sports Council and the British Council of Physical Education in the initiatives of the project. All in all, the above was a very time-consuming process, requiring great insight and nuance to attain a balance between the political necessity and potential gain of attendance, against the misuse of precious time and resources on the never-ending circuit.

Meetings and liaisons which fell into the other category ranged from commercial companies seeking out potential markets in 'association' with the project, for example, Jackie Genova of Independent Television (The Green Goddess), to the project actively searching for potential sponsors to launch certain initiatives - for example, Slumberland to finance a health award. Two major schemes which occupied a great deal of the project's energy deserve elaboration: namely, the exploration of further funds from the EEC to extend the life of the project and to disseminate it into 'Europe', and the undertaking with Pond's Institute for Health and Fitness (USA) to produce a 'Turnaround Lifestyle Project' into England.

The pursuit of an EEC grant included visits abroad to liaise with like-minded academics in both Holland and Germany. It required extensive reading and meetings to establish the means of pursuing research monies, and a great deal of time-consuming form-filling to present eye-catching application bids. Smith saw the possibility for extending the project work into a Europe where educational philosophies on physical education

are rather similar, and on the surface, foreign colleagues appeared to be keen to cooperate. Unfortunately, he chose a time when the EEC was directing most of its research grants into hard science schemes, and the amount of time needed to penetrate the bureaucratic red tape would have been a full time job in itself; whilst European colleagues were eager to share and cooperate given EEC funding, the expectation was solely on Smith to secure the necessary funds. Thus, the whole initiative never developed beyond a gruelling, lengthy embryonic stage, which engulfed precious time from both the Project Director and the Project Officer.

The Pond's scheme, whilst equally time consuming, did come to fruition. The Institute originally was contacted on account of their work in the United States with young people: the Pond's 'Fitnessgram' offers school-aged children with a computerised fitness testing programme and analysis. In addition, the Project Director was impressed with a tape/slide presentation on adult healthy lifestyles he had seen at an American 'Wellness' conference; Smith saw a potential use for the latter in capturing vital teacher and parental support for health-based physical education. Hence, following on from initial discussions, the project and Pond's liaison was struck up and during the two year life of the project the 'Turnaround Lifestyle' initiative prevailed. The product of this co-operation was two one day conferences, one in Belfast and one in London, where an English version of the 'Turnaround' concept was presented; as yet, the 'Fitnessgram' for children has not been introduced. The progress of the liaison, too, can be found in reports and the minutes of the Steering Committee meetings.

In many ways, Smith summarises the dilemma of pursuing these numerous pathways when he said:

"...we did take on too much. There's a hell of a lot. Better to really stick to one thing and do that only; but we wouldn't have made much change though. That's the other dilemma, you see - do you go for major 'sparking things off' or just do something really well? What's going to be a real impact in the long term?"
(p16, Interview transcript 19.1.87)

1) The Primary Phase of the Project

A further aspect of the project which cannot be overlooked is that of the so-called 'Primary Phase', which later became known as 'The Heart Project'. This phase grew out of the main project, and originally it was seen as an integral part of the whole packaging; by September 1987, in many ways, it had assumed its own separate identity.

The only reference to work with the primary age range within the project proposal document (see Project papers) was the following:

"...as early as possible in year one, identify...priorities for the project. In particular the scope of the project in terms of the age groups of children (primary, secondary, 5-16 etc.) must be decided upon and justified."
(see Third proposal)

However, drawing from interviews with the people closely concerned with the project's birth - Jones, Smith and Hat - it seems that there was an intention always to try to develop a spiral curriculum of a health focus

in physical education. Hence, it was not surprising that at the first Steering Committee the decision was taken,

"...that the project should have two major lines of development; a primary phase to be directed by Butcher at Northside University, and a secondary group based at Westside."
(Minutes of the Steering Committee, 7.5.85)

There is no written evidence of the sum of money available to the primary phase, but it was taken by all concerned to be around £9,000 for the two year period. Indeed, there is no documentation, either, providing reasons for the choice of Mr Butcher to become director of this section of the project. However, it seems that everyone wished Butcher to be involved in the project in some prominent way on account of his involvement in the initial drafting of the submission for grantaid from the HB. Historically, Butcher and his colleague, Mr Baker who became jointly in charge of the primary development, were interested in primary curriculum development and therefore it seemed a natural turn of events for this part of the project to be housed at Northside.

Unfortunately due to the persistent ill health of Butcher the primary phase was slow to 'get off the ground'. The working structure between the administrative base at Westside and the primary phase existed within the Steering Committee forum, and drawing from these records it can be seen that small initiatives in the primary phase only began in May 1986. In fact, in many ways the two projects worked in isolation, and whilst there was common ground between the two groups, there was no formal forum for planning a spiral curriculum development. The primary phase set themselves a two fold aim: firstly, in the short term, to increase pupils'

activity levels via the use of games and activity cards; and secondly, to develop work books and curriculum materials for lessons in deepening children's knowledge about the relationship between activity and health. In addition, similar to the secondary project, the primary group published a newsletter to help disseminate ideas, which became known as 'The Heart Newsletter'.

This project, too, was forced to rely on the goodwill of physical education professionals to 'give' their time and ideas to developing the area. As a consequence, the time involved to get things 'off the ground' was significant, and in many ways, things only started to really get moving in the summer of 1987.

m) Evaluation

Finally, it is interesting to note that evaluation played a minor part in the two year project, 1985-87. Basically speaking, evaluation was only seen at a micro level, that of the evaluation of teaching resources produced by the project.

One document was produced by Smith highlighting some possible ways of seeking evaluation (see Steering Committee Meeting Minutes, 1.10.86), but nothing was formalised on an official basis and it is difficult to find any evidence of evaluation in project records.

n) Summary

Within this overview of the project there are a number of issues which need to be highlighted.

First of all, the time period allocated to the project was minimal, given the tasks outlined in the accepted proposal document, and as a consequence, this led to a tendency to rush things and to initiate as many features of the project as possible over a short time scale. For instance, the Inner Network was formed without a consultative period with the participants; the resource material working parties were established before a policy for resources had been written; dissemination/sensitising courses were run in the first year of the project prior to much development in the field.

In turn, the time factor affected other aspects of the project, one of these being a tendency towards pursuing activities which gave the impression of the project achieving something tangible: a shift in emphasis upon the production of resources; the Pond's 'Turnaround' initiative; one day conferences; international conference presentations; and so on. Whilst many of these activities may be worthy in their own right, in the context of a two year project, they all assisted in detracting attention away from the central thrust of the project.

Indeed, one of the important features of the project which suffered from the pressures of time was the Inner Network; although the network was intended to offer a focal point for the development work, in fact, very

little support was offered to the Inner Network groups and thus, little 'action research' and reflection on the art of teaching physical education actually occurred. Coupled to this, the Director's personal mode of operation may have heightened the problem: his preference for working within open-ended structures did not seem to be in line with other people working on the project. Nor did the teachers' strike action offer the Inner Network a stable environment in which to operate.

In attempts to clarify the objectives of the various aspects of the project, the Project Officer contributed far more to the development than the original job brief had anticipated; by her assuming responsibility for these tasks this may have given a false impression to the Director that he could justify exploring other avenues than simply just the project.

Finally, it appears that the HB and the project's Steering Committee left the Director to shoulder most of the responsibility for overseeing the project's development. A responsibility which Smith was very happy to take on board, with the proviso that he regularly reported back to the Steering Committee.

CHAPTER FIVE

THE 'REAL' HEALTH AND PHYSICAL EDUCATION PROJECT: PERCEPTIONS OF BEING A PART OF A PROJECT AND THE 'REALITIES' OF BEING INVOLVED IN THE PROCESS OF CHANGE

In the previous chapter, an attempt was made to outline the major occurrences of the HB/PETG Health and Physical Education Project during the period September 1985 to August 1987. Although this account was based on interview data and documentation, it drew heavily upon the participant observation of the researcher, the Project Officer. Naturally such an account of the project's two year life would be incomplete without the perceptions of the other major characters involved in its development; hence, the ensuing section will provide just such an insight. The chapter will examine the views of the Project Director, the leaders of the Inner Network and some of the teacher members of the Inner Network. The following interpretations of the project seen through the eyes of these people have been assimilated from the testimony of individuals via interviews, together with information provided from the various Inner Network documents produced by the local education authority groups. In order to facilitate the analysis of the various perspectives, the views of those involved will be examined within these loosely defined areas: namely, the perceptions of the historical development of the project; the perceptions of the project's aims and objectives; and the perceived reality of direct involvement in the project.

a) Perceptions of the historical development of the project

This section of the chapter is intended not only to provide an insight into the way in which the project's 'players' saw the emergence of the curriculum development initiative, but also, to offer a means of understanding the multiplicity of interpretations of the emerging project, by way of identifying major influences in people's professional careers up to 1985. Afterall, the present and the future are merely an extension of the interpretation of the individual's past. In turn, therefore, the project could be seen as merely an extension of individuals' previous physical education and curriculum experiences.

1) The Director's views

Smith believes that in order to appreciate fully his role in the Health and Physical Education Project one must trace his history back to the mid 1970s. It was in 1975, when he was appointed to the Westside College of Education as a Fellow, that he believes he really began to grapple with many curriculum issues in physical education; one of these being fitness, as an integral part of the new CSE syllabus (Interview 28.11.86). At this time, Smith tells us that his head was full of ideas from being closely associated with Lawrence Stenhouse and the Humanities Curriculum Project (HCP); he tells us that he still was involved in training courses to disseminate the work of this project (Interview, 28.11.86; Interview 29.1.87). Indeed, he worked with some Fawnsire PE teachers to encourage them to write their own new curriculum, in a similar way in which the HCP had worked in humanities, yet felt he made small headway. As a result, in

As a result, in 1977 he published a booklet on evaluation in the PE curriculum, which he hoped would provide teachers with a starting point for change. During this period he also was involved in running curriculum development courses for PE teachers as a part of the Westside Summer School, which included a small element on fitness.

However, Smith informs us that towards the end of the 1970s his work was interrupted by a spell of unemployment following on from the end of his fixed term contract as Fellow, which eventually led him to a year's work abroad in New Zealand. During this time, Smith visited Australia and came into contact with the successful 'Body Owner's Manual Project', but he does not think this was a major influence on his eventual work on health and fitness.

On his return to England, and subsequent employment at Westside University, Smith resumed his quest for curriculum development in PE. As a part of a much broader brief, fitness began to emerge as an area of interest: but Smith cannot provide specific reasons for the interest in early 1980 other than the fact that:

"I'd begun to realise that content was far more important: you wouldn't change teachers through evaluation, you'd change them through a dialogue between teachers about the nature of content."
(p2, interview transcript 26.11.86)

Indeed, alongside fitness as an issue chosen for discussion, he highlighted games as another crucial area of content which was central to curriculum debate. When Smith was asked why he wanted curriculum debate and possible development, he reveals that during his time as a fellow he spent

a great deal of time analysing the work of PE teachers, which led him to be concerned about the domination of games in the programme.

Consequently he became eager to find something which would capture the imagination of the profession to initiate a rethinking strategy; he cites numerous attempts at seeking funds from bodies such as the Rayne Foundation and the Leverhulme Trust, as well as the old School's Council, for a project to involve PE teachers in their own curriculum development.

It seems that due to growing national interest in fitness, Smith too began to explore possibilities of this area of PE as a means of influencing change. To this end, he organised a seminar at Westside in 1980 and based the content around ideas developed as a part of the CSE syllabus. A number of papers were published in British journals expanding upon the ideas of fitness in school programmes. Smith draws attention (interview December 1986) to the development of FITEC at Ches College in the 1980s and other similar programmes, which began to capture people's imaginations. Increasingly he saw fitness as offering a means of forcing teachers to assess their current content, and to evaluate 'traditional' PE programmes. Within his capacity as editor of 'The Bulletin Of Physical Education' in 1983, he published an entire edition on health-related fitness.

Around this time, Smith was invited to assist Blueborough's LEA girls' PE teachers to revamp their programme for the upper school: drop-out rates from practical sessions were alarming and disheartening staff. Personal and social development (PASD) initiatives were central to a lot of curriculum thinking in Blueborough at this time, and Smith says he could

see the opportunity to encourage the PE teachers to look at fitness as a real alternative to the traditional games model, linking work in this area to PASD initiatives. The result of this interaction with a large group of teachers was the publication of a work unit entitled, 'Look Good, Feel Fit', which shifted the focus towards the individual and taking care of one's body, away from the skill-related games programme. In addition to revealing some possible lines of development within fitness, Smith states that this interaction with teachers afforded him with yet further insight into the problems of encouraging reflection on current practice; this group of teachers recognised a need for change of some kind, yet even they found it extremely difficult to translate the felt need into an alternative practice.

Similar analyses carried out by Smith on teachers attempting to take on board 'the games for understanding' methodology reinforced this view. He also tells us that due to interaction with two doctoral students who were investigating the nature of change in schools, he was influenced to find an area of the PE programme on which he could build reflection: change for change's sake would not be sufficient in its own right. He increasingly felt the need for an 'official' project peg on which PE teachers would be able to hang their development coat. Once again he returned to the task of attracting financial backing.

As far as Smith recalls, he says that around 1984 he submitted a proposal to the HB seeking Funds for a project on fitness (Interview 28.11.86). Unfortunately no records exist to throw more light onto this initial proposal. It seems, too, that Butcher (Northside University) also

submitted an application for grant aid to the HB at about this time (Smith Interview, 28.11.86). As a result, Smith says that he and Butcher were invited to pool their ideas, and to re-submit one joint proposal. At this stage, Smith informs us that Hat (the General Secretary of the PETG) became involved; both Smith and Butcher sat on PETG committees and Hat proposed that the submission, therefore, could be made by the PETG. Indeed, Smith recollects that Hat claimed that Dr Davies (Director General of the HB) insisted that the HB would welcome an association with the profession's representative institution. With hindsight, Smith says that Hat was misinterpreting Davie's wishes (p6, Interview 28.11.86), and in fact, the HB had a direct policy NOT to award grant aid to fellow associations.

Anyway, what transpired from these first documents was a series of meetings between Smith, Butcher, Hat and Jones (of the HB), together with a couple of practising teachers on secondment to Westside, in order to discuss a new joint proposal. The result of these discussions led to Hat and Jones writing a submission report to the HB for a 5 year project (see Project papers). Smith recalls that this document was unofficially rejected by staff at the HB, and it was suggested that a further proposal be written; this time the application should be for a 2 year project. Throughout this time Smith and Butcher saw themselves as co-directors of the project, although Smith believes that Hat entertained grandiose ideas about the PETG obtaining executive control of the initiative. Despite the desire to direct the proposed project, however, neither Smith or Butcher drafted the final bid for funding: this task was left to Jones. On being questioned about this unusual situation, Smith says that he was able to

articulate the ideas he wanted via the discussion groups mentioned above, and the responsibility was left to Jones because he knew the 'house style' of the HB;

"...I think it was Jones who actually wrote the final thing. Of which we made numerous suggestions into it."
(p4, interview transcript 28.11.86)

"...it's wierd when you realise that I didn't write that. Jones wrote that - writing it in HB terms."
(p22, interview transcript 19.1.87)

Indeed, Smith goes further to state that without Jones he does not think the HB would have been willing to support the project; strong enough reasons for allowing Jones to write the submission report:

"...if it hadn't been for Jones we probably wouldn't have had much money...I think it was a fortuitous occasion really <Jones' arrival>...in essence, Jones put together the proposal...we had a very grand scale."
(p4, interview transcript 28.11.86)

Of course, it was this final two-year proposal that became accepted by the HB. Smith admits that the PETG never had a chance of using London as an administrative base, and was not surprised that Jones chose Westside University as the project's 'home'. On questioning Smith about the events surrounding the omission of Butcher's presence in the 'new' proposal, he replied:

"It occurred at a time when Butcher was very over-worked...he'd started to become ill...and he said because he'd just taken over responsibility for overseas students he wouldn't actually be involved in the first year."
(p5, interview transcript 26.11.86)

He adds,

"...I'd been one of the main people pushing it anyway...it really had to be based at a university and we were the obvious choice."
(p5. interview transcript 26.11.86)

Thus, in a sense, Smith found himself as Director of the project due to a series of consequential circumstances: he had had experience of curriculum development projects (eg, HCP), he was personally interested in fitness as a means of balancing the PE programme, and he happened to be based in a university with a prestigious reputation for physical education. The project for which he assumed directorship was the product of a number of 'like-minded' physical educationists who wished to develop fitness in the curriculum.

ii) The views of the 'Inner Network' leaders

The following section will examine the perceptions of the historical development of the project through the eyes of the leaders of the Inner Network. In addition to the revelation of the early recollections of the project, a personal perception of the particular local education authority's involvement in curriculum development is offered, in particular, the individual's perception of a health focus in physical education is considered. The accounts are drawn from interview data between the Project Officer and the Inner Network leaders.

Six local education authorities eventually were invited to form the so-called Inner Network, three representatives of metropolitan boroughs, and three representatives of shire counties.

Blueborough

As far as the recollections of Paul are concerned, she indicated that work on a health focus was 'old hat' in the LEA. In particular, the lines of curriculum development in the borough were strongly influenced by an incidental concern by women PE teachers towards the drop off in participation by 4th and 5th year female pupils, which resulted in a booklet, 'Look Good, Feel Fit' being produced for use with this population group. The reasoning behind the ideas was to capitalise upon young girls' interest in their looks, via means of physical fitness and more general body care and beauty. Coupled with this initiative, the authority's curriculum development group in physical education had been addressing many educational issues in order to answer the question, 'why are we doing PE in Blueborough schools?', and a major issue which emerged during these debates was that of health-related fitness. Paul states:

"...alongside this, I was talking with Smith and other teachers at the end of the '70s, about, 'why are we doing PE, anyway?'...All the things that I've been doing like health-based PE, like multi-cultural education, like PE and community colleges. All these things came together into a coherent picture, from which health-based PE emerged as an important area."
(p1, interview transcript 18.11.86)

Indeed, all of these educational issues as they relate to the subject of physical education were examined more closely, and documented in an LEA publication by F., who was a teacher seconded to Westside University to

work with Smith in 1983/84; Paul cites the publication of 'Physical Education For Life' as being a further major influence in the history of initiatives in Blueborough.

Prior to 1984, however, Paul had encouraged the teachers of PE within the LEA to explore the possibilities of introducing more fitness type activities into their curriculum, particularly following on from the success of 'Look Good, Feel Fit' ideas. She tells us:

"...About 1982, I was already convinced through talking to Smith that health-based PE and the whole area of fitness - we called it health related fitness, then - was an important area for fitness for life and life skills."
(p2)

"...I invested into multigyms. Now, these alone had a tremendous impetus within the schools - stimulated an enormous amount of interest."
(p2, interview transcript 18.11.86)

Indeed, she continues, expanding on the latter:

"...so a lot of people because they were given machines like that had to make their own curriculum develop, along the lines so that they could use them effectively...It brought together a group. I asked anyone who was interested in health-based PE to come together as a group. Now that formalised in 1983. Again, the project was in the offing then."
(p3, interview transcript 18.11.86)

On seeking a basis for why Paul invested so much into this area, both in financial terms and by sheer hard effort, a major influence she states was the expansion of the community college concept in Blueborough: the multigyms were seen as useful equipment for both within and outside school lesson time. In addition, she reveals a strong personal commitment to fitness and health within physical education:

"...I feel that, myself now, that the health aspect is one of the unique aspects of PE. I know health goes right across the curriculum, and health education is sometimes an area in its own right; but PE - the reason for it - is based within a health context: exercise and fitness side particularly."
(p2, interview transcript 18.11.86)

On account of the geographical convenience of Westside to Blueborough, and due to previous professional liaison with Smith, Paul invited Smith to offer leadership to the newly-formed curriculum group on fitness:

"Smith came to talk to one of our early meetings...to talk to this group, saying that this project would like us to be involved. So I said to Smith, 'what would you like us to do at this stage?' So he asked all members of the group to do a mini case study. To prepare a plan, a course in health-related fitness and implement it, and evaluate it at the end...So in 1983 everyone went away and did this."
(p , 18.4.86)

Paul then cited the industrial action by teachers as putting a halt to the work initiated at this stage; her only additional recollection of the early stages of the project are summarised when she says,

"...I received that stuff from you and it said this is what we'd like you to do. And I looked at it, and thought to some extent we've done this. We've already done this, although we hadn't written it up."
(p4, 18.11.86)

Redborough

In contrast to the considerable teacher participation of Blueborough teachers in curriculum development, the experience of Redborough LEA paints a very different picture when considering the historical background of the project's contributors. Certainly the adviser with responsibility for physical education was personally very involved with critical

reflection of practice in the subject area, having taken a particular interest in the development of the 'games for understanding' initiative. Indeed, John's widespread involvement in physical education can be seen by his term of office as editor to the BAALPE publication, 'The Bulletin of Physical Education' from 1985-86. However, he was the first to admit that as far as PE teachers in Redborough were concerned, they "were heavily fixture orientated", and why he was so eager for them to become involved in the project was,

"If I was absolutely honest, at that time, I felt that Redborough needed some kudos...to bring something into the authority that actually shows schools there's something else other than producing school teams. And it was heavily league-based, heavily cup-fixture based, and I think I just wanted to get a foot in the door and show that there was something else nationally that was possible to link into."
(p5, 12.3.87)

He continues,

"...so there was a thing in Redborough that showed that PE was starting to move with the national project: head teachers knew about it, the Education Committee knew about it."
(p5, 12.3.87)

In fact, John had taken up the authority role in Redborough only a year prior to the launch of the project, so as he says,

"I think it was still early on in the days of my arrival, that to be fair, the previous regime hadn't really motivated teachers into thinking for themselves or getting involved in small groups, and being self-supportive."
(p3, 12.3.87)

Returning to his personal views on a health focus, he informs us that he was thinking in broader terms than simply health-related fitness,

"But I was lucky. I think I was exposed to the early thinking about health work with people like Smith and Arm, who were thinking more than in the 'blood, sweat and tears' approach to it. They were thinking of it as a much broader educational idea which involved changes in attitudes, for instance, a change in values in the way you live. So I was lucky to be exposed to that early on."
(p1, 12.3.87)

He informs us that he first heard of the project from Smith "on the 'phone and in general conversation":

"...I think it was probably very early on; certainly Redborough was offered the opportunity very early on - either by 'phone or letter...It was an old boys' network. He said, £92,000 quid here - typical Smith!"
(p5, 12.3.87)

The first official contact with the project was a letter from the Project Officer, "I think your letter to me was the final 'officialdom'." To summarise John's views on Redborough's involvement in the project, in questioning the extent of teacher interest in the development work he replies,

"No, I must say, it <teachers' pressure> wasn't that. It was us actually pushing it out as an authority."
(p6, 12.3.87)

Pinkborough

Turning to the involvement of Pinkborough in the project's Inner Network, the PE adviser David states,

"It was really purely by chance how I first became aware of it. I think it was in discussion with Smith, as part of my MPhil - you know how he gives these 'throw away' remarks!"
(p2, 9.3.87)

"And in fact, I seem to remember that I asked whether we could be one of the pilot authorities."
(p2, 9.3.87)

His recollections continue with,

"I suppose I was aware, he <Smith> said in the initial discussions (a long time ago) 3 county LEAs, 3 metropolitan LEAs. He wanted us, Blueborough and Redborough, because he'd got T. and S. And 3 county - Fawnshire, Yellowshire and Greenshire: where he felt he could get support from the advisory service. That was my perception of what he wanted - he wanted people who would be prepared to go along with him."
(p3, 9.3.87)

David was heavily involved with numerous curriculum development groups in his own LEA, as well as running national courses such as Win Summer Schools. His personal interests in personal and social development, games for understanding, and in general, action-research methodology, had led to many PE teacher curriculum groups operating in the borough. He thus thought,

"...if we could get schools involved in a project looking at work in their own schools, perhaps utilising resource materials, perhaps trying out ideas themselves - then, I felt this was really good professional development. Staff development; good curriculum development."
(p3, 9.3.87)

In other words, it was very much a question of David, the adviser, believing in the proposed model of the project via "chance" discussions with Smith, which led him to encourage PE teachers in Pinkborough to take part in the project:

"...where I've done action-research in the past, and I've done it with just a few people, it's been highly successful in getting teachers to think very carefully about what they are doing, why they are doing, and evaluating outcomes...Anything that helps to bring about change, helps to initiate thinking about the

curriculum - the part that PE teachers play in children's overall development - then I was very much for it."
(p3, 9.3.87)

He adds, in more specific terms relating to health and fitness, "I did think (although it was purely subjective) that people were not as fit as they ought to be." (p3, 9.3.87)

Greenshire

Discussion with Mark, one of the advisory members of staff for PE in Greenshire and who assumed responsibility for the co-ordination of the LEAs eventual Inner Network group, revealed that Greenshire has a long history of curriculum development. He says that Greenshire became aware of the project because of personal links with Smith and the LEA,

"He <Smith> mentioned...he would like to do a national pilot project and Greenshire to be involved. Probably because he knows J. <Chief Adviser for PE>, he's from the area, and we've done this work in health education, anyway."
(p1, 9.4.87)

It seems, in fact, that around the time Smith contacted Greenshire, the advisers were attempting to put together a course on health-related fitness; their close geographical proximity to Mars College had opened up the ideas of Arm and Square on health-related fitness. In addition to the contribution to their forthcoming course, the Greenshire LEA had been wanting to contact Smith, too:

"...we knew about his philosophy as regards his perception of competition, and that perhaps the health-based focus was perhaps a way to break down the emphasis on competition, and we go along with that. We felt there was too much competition - no, not too much competition, too much playing of games in the curriculum."
(p1, 9.4.87)

"...we've got a history of management courses in this county (head of PE departments). We look at the activities that go on, and as I said, we found an imbalance in the schools in that there's an overemphasis on competition..team games, sorry. So we tried to change the philosophy and approach of our secondary teachers. That tied in very nicely, because this was a new alternative which would not so much fill in the gap, but if we're going to take some of the games away, then this was something teachers could concentrate on."
(p1, 9.4.87)

Mark's personal views on health and fitness in PE can be summarised by the following quotations:

"...one can't think of PE without the stress of the physical and it's only when you start analysing and going to watch what's going on, that you begin to realise that perhaps the physical hasn't been stressed as much as we felt it was."

"...where we're concentrating on the break down of skills and the teaching of skills, which if you're not careful is a very static exercise, and you end up standing...there's no cardiovascular input."
(p2, 9.4.87)

In other words, he is very concerned to make PE lessons far more active than he currently perceives them to be. When asked to put these comments, along with the county's historical involvement in the project, he stated,

"As I say, we had a 3 day residential course before the project was off the ground...it may be the case that if an initiative is set up by, internally to an education authority, and a similar initiative comes from outside - from a place like Westside University, with the connotations that has - some teachers may think it has more currency if it comes from a national institution."
(p6, 9.4.87)

Finally, he comments,

"...it ties in very nicely with our philosophy in the county, that there are other things than games."
(p6, 9.4.87)

Yellowshire

It seems that Yellowshire's introduction to the prospect of involvement in the project was rather informal: Smith happened to mention the possibility to Luke whilst attending a DES course on physical education:

"...we ran a DES course here <Yellowshire> in 1984, and Smith was a contributor, and at one of the meetings he said, 'How about Yellowshire?' I mean there was obviously a link because of the college <Sisters> being here etc."
(p1, 9.12.86)

As far as development work in the LEA to date, Luke states that a general curriculum development group had been formed after the 1984 course, and that the proximity of the College of Sisters at Coldham facilitated some initiatives with local support. However, she adds,

"...It <development work> isn't particularly fertile, within the county - we're slow in any educational area; everyone, people who come from other counties tend to think 'ugh!'"
(p3, 9.12.86)

She certainly felt that the project would act as a catalyst to encourage thought along the lines of a health focus in the PE curriculum. On a personal level she states,

"I think the concept of why exercise is necessary and the all round contribution to well-being must be a concept that any school has got to be concerned with on a permanent basis."
(p7, 9.12.86)

She takes the health issue into a much broader context when she continues,

"...I see it as on-going development. The teaching strategies, I mean, taken in a much wider concept: not just content, but how I treat children and teach children, and if I really care about them - then I think it's going to become an integral part of my work. And I think the key to the whole thing is the attitudes."

Fawnshire

Finally, on examining the historical background of Fawnshire LEA's involvement in the project's Inner Network, one has to draw upon the Director's recollections of events. First of all, the convenience of locality had to be a strong influence in the decision process for choosing this LEA: Smith wished to use the local group for a 'hands on' experience. Furthermore, a history of co-operation between the LEA and Westside University for inservice provision existed, particularly between Smith and B. the adviser for PE. B.'s overload of responsibilities to the LEA, in general educational issues, meant that he had little time to personally lead many initiatives: hence, he was only too pleased to receive help in any form. Finally, B.'s position in BAALPE, as the organisation's General Secretary, led Smith to believe that it was important to win B.'s support:

"Fawnshire - I decided for the first time that I ought to use Fawnshire. They're on the doorstep and the fact that we'd have the project around here. Also, that B. was on the Steering Committee - that it was important. And I realised also, and this is one of the critical factors, I think in my own thinking, certain people have major political influence - so J. B. was powerful on BAALPE."
(p5/6, Smith 19.1.87)

Thus, to set the ball rolling, Smith offered to run two parallel courses at Westside in the Autumn Term of 1985, one for the 10-14 and the other for the 14-18 school age groups, which focused on health-based PE. It was out of these courses that the Fawnshire Inner Network emerged, which was run

jointly by Smith and Dowling throughout 1985-87, with B. attending sessions whenever possible. As a consequence of this organisational arrangement, the subsequent sections dealing with Fawnshire's involvement in the project is drawn from the views of the participating teachers; not only does this offer an insight into the Fawnshire experience, but also, hopefully it provides an insight into the perceptions of the many teachers who had first-hand experience of the Inner Network and the project.

B) Perceptions of the project's aims and objectives, together with the working structure

Whilst to the casual observer, it might be taken as read that the aims and objectives of a project, as well as the structure in which it intends to operate, would be a clearcut issue, this section reveals that such an assumption is misleading. The following interview extracts and documentary evidence illustrates a web of entangled goals which ran concurrently throughout the two year period 1985-87: beliefs which although sometimes clearly can be seen in harmony, on other occasions beliefs which obviously run contradictory to each other.

1) The Director's perceived aims and objectives of the project

Before I begin to relate the views of the Project Director on what he perceived the aims and objectives of the project to be, I think it is useful to reiterate the point that Smith did not personally write the

project proposal document, which for all intents and purposes (in the eyes of the HB and the Steering Committee) offered the direction and identity of the project's life. Added to this, there is no evidence that Smith wrote another document outlining the project's intentions once he assumed control; for reasons which will be highlighted later on, he never saw the need to do this (p15 & p19 Interview 19.1.87). The following points, therefore, are drawn from interviews with Smith during the second year of the project and the participant observation notes of the researcher. In some instances the reader may find the recollections somewhat confusing in nature, and certainly with the passage of time, one might expect aspects of the project to become 'hazy'; however, in many ways, the confusion revealed in the process of recollection needs to be put into the context of reality - the seemingly conflicting issues represent a true picture of the project's life as seen by Smith. As he states, "I don't think even I saw the total package!" (p16, 19.1.87).

On tracing Smith's original aims of the project, one has to remember that his original interest was in curriculum development in physical education; as was mentioned previously, 'his' submission for funding to the HB was one of many requests for monies:

"My interest in approaching HB money was that I'd approached everybody else and nobody else had any money, or wouldn't do it."
(p8, 19.1.87)

Further extracts from interviews with the Director reinforce his desire to bring about curriculum development, regardless of the specific content area:

"...I think the whole basis of the programme did not have a rational basis and I think that teachers ought to be involved in a recycling of their ideas about curriculum development."
(p7, 26.11.86)

"I was very strongly influenced by the fact that I'd looked carefully at the problems of innovation...the difficulties encountered in terms of working with teachers. The fact that I'd looked very carefully at previous innovations...And my aspirations for the development of ideas on a health focus was very much about that...I think in the first instance, my concern was how to get over to teachers there is a need to change, how can I get over to them that it is something worth doing? So my first prime concern, I think, was innovation."
(p1, 19.1.87)

"I was really looking at innovation."
(p2, 19.1.87)

"I think I wanted to document the process of change, and I think when I first thought about it, it was a research aim."
(p8, 19.1.87)

However, in spite of Smith's elaborate account of the imperative need for teachers to review the PE curriculum via any means which might be available (in the case of the project, in other words, to utilise the introduction of a health focus for providing the means to scrutinise the curriculum in its totality), it seems that his views towards the central aim of the project shifted on his assuming the directorship. To illustrate this change of mind, the following statements by Smith reveal the seemingly conflicting perspectives:

"...I'm just trying to reflect...I think I'd say because I was interested in content and because health was available because of money, that was one reason. But, I was interested in health itself. I think probably I wanted to develop a health focus, so that's why I went for a health focus. Innovation was second."
(p9, 19.1.87)

"...the task of the project was to actually unravel the project - unravel what a health focus really was...I felt very sure that what was being done at the moment wasn't right and the project was an opportunity to unravel it properly."
(p11, 19.1.87)

"Because I've always believed in it <health>, anyway...and the health content was an important area to stimulate debate about rethinking."
(p7, 28.11.86)

"As a consequence of being involved in the project, the notion of a health focus and a rationale, and a theory, only began to emerge much later."
(p1, 19.1.87)

Indeed, one can witness a gradual shift in emphasis from the first quotation which attempts to embody a dual aim, to the last quotation which actually focuses solely on the notion of health. In an analysis of the project's history for the period September 1985 to August 1987, one has to appreciate the perceived inconsistencies outlined above; is this due to the fundamental issue of the Director's apparent conflicting and contradictory perceptions of the project? If so, this simply cannot be ignored.

In response to probing from an onlooker's perspective about the surprising lack of a realistic framework for the project, together with a realistic statement of aims and objectives for the two year initiative, Smith chose to avoid a direct reply and instead drew attention to the problems associated with the original plan for a 4 year project being reduced to a 2 year project:

"I think we were so glad to get the money and that we could do it. and I think that I tend anyway to be over ambitious about what I can do. I think 'all right, all right we've got 2 years, so we'll do 3 years in 2 years'. I think I probably had that in mind."
(p20, 19.1.87)

On yet further questioning about a more realistic operational plan, however, he suggests that in fact another set of goals were drawn up,

"There is another one where things were just reduced. Things were reduced."

(p18, 19.1.87)

On being told by the Project Officer that no framework document exists, Smith's reply changed to, "Isn't there? Well, Jones will have another one."
(p19, 19.1.87).

In other words, one is left with the feeling that whatever the evidence supporting the existence of a more realistic 2 year framework for the project, Smith does not necessarily perceive the significance, or the insignificance, of such a document. Indeed, Smith was quite prepared to discuss the aims and objectives as set out in the submission proposal for funding to the HB (see Project proposal three), as if this set of plans was sufficient in itself to provide working guidelines for the project. Hence, it is interesting to briefly highlight the perceived reasoning behind the points contained in the proposal. (See paragraphs 4.2 and 4.3 in Proposal three).

First of all, the directive to "identify aspects of PE and health education which can complement each other", is attributed by Smith to Jones, and he makes no further comment than,

"...that's Jones's writing. He wrote this - that's him."
(p17, 19.1.87)

The second issue, "review the research into children's knowledge and perceptions of health and fitness, and attitudes towards PE", was included because Smith,

"...was convinced the year before that children's attitudes towards PE were far more negative than we realised."
(p17, 19.1.87)

The third point, "to collaborate with recognised 'leaders' in the fields of health education and PE", was included because,

"...I felt the political role was very important - we needed to communicate with them and have access to them."
(p17/18, 19.1.87)

The fourth point concerning the identification of good practice was included because,

"...any project has got to start off with good practice."
(p18, 19.1.87)

The fifth issue outlining the need to seek the views of head teachers, advisers and heads of PE departments was included because Smith believed it "should" be done.

In response to being asked about the sixth point, "as early as possible in year one, identify...priorities for the project", Smith stated,

"I think that was really...that's Jones's writing that. In a sense I wanted that, it was the notion of the emergent thing. That year one was giving us time to develop."
(p18, 19.1.87)

About point seven, with regard to links with other projects, he claims,

"...that was HB telling us we'd have to do that."
(p18, 19.1.87)

Finally, the eighth point in paragraph 4.2 referred to the organisation of a writing group to produce resource materials, to which Smith said,

"We were supposed to be writing in the second year because we were going to be a 3 or 4 year project. And so there was going to be

no writing at all until the second year. And as soon as they reduced us in time we had a real problem."
(p18, 19.1.87)

In summary of paragraph 4.2, Smith states,

"The first year was simply to look into research, into everything that was going on at the moment, and just produce a record of what was going on. That's all we were to do in the first year. Nothing else."
(p19, 19.1.87)

He continues, however:

"But because we had to do it from scratch and grounded in reality, I think we evolved a different thing."
(p19, 19.1.87)

Indeed, Smith cites the constant questioning of the Project Officer as a reason why the project changed its identity:

"You kept asking for more documentation, more clarity and where are we going? That had a major impact on me. And I think that changed the nature of what is a health focus. It made the notion of a framework and a model more important; as it's turned out it's been absolutely vital."
(p19/29, 19.1.87)

Thus, issues c) and d) (paragraph 4.3) were deserted, in particular Smith highlights the desertion of a training manual,

"That has really gone. And that is a major change I think, that I still had the cascade model of innovation in mind. And I still had the training of trainers in mind - but that went, that's gone in the last 18 months."
(p21, 19.1.87)

In other words, whilst Smith on the one hand implies that the submission proposal as it stands offered the project a set of aims and objectives, on the other hand, he dismisses its relevance and suggests that its ideas

were abandoned. One might expect that this change of direction be documented on paper; yet, Smith has not explained the shift in focus to date. In questioning about this issue he informs us,

"I also felt it was important that we didn't have a clearly worked out direction for the project...I was well aware from the word 'go' that a clear, coherent pattern would not be followed through."
(p4, 19.1.87)

"The whole thing would be emergent, would be developing and grounded in own practical experience of talking to teachers, working with people and developing ideas."
(p4, 19.1.87)

He continues to explain this adopted position when he says,

"...I think there was a more clear notion of innovation and work to do with teachers - but even that was experimental. It wasn't based on quite definite research findings, which had been consolidated and confirmed, and checked upon; it was working on hunches built on previous work that I'd done."
(p4, 19.1.87)

On trying to examine the working structure intended for the development of the project, however, once again one discovers a contradiction: this time the notion of an emergent direction for the project comes under question. On asking Smith to reveal how he envisaged the teachers to work on their own perspective, he replied,

"Well, one of the first things I wanted to do was for them to examine their own curriculum, do the activity patterns thing, and see that they were heavily biased towards games and competitive activities. Right. I wanted them to come out strongly, so that they'd recognise the need to do something. I also wanted the activity patterns thing done so that they recognised there was a need to do something about activity. And they were seen as triggers to get teachers thinking, ready for change."
(p13, 19.1.87)

One might well question, for instance, whether this explanation of some of the tasks for the Inner Network contains a predetermined outcome.

However, whatever the interpretation, it seems appropriate to reveal at this stage Smith's views on the working structure of the project. As far as official documentation of the so-called Inner and Outer Networks is concerned, as was mentioned in the previous chapter, the only papers in existence were drawn up by the Project Officer. On questioning Smith about the surprising lack of any documentation written by himself on such a fundamental issue in the project, he revealed,

"Well, the only thing that I've written is that I wrote the Inner Network idea into the project - the ideas are in there. When we discussed it. I discussed it at a meeting and it was put in as a part of the submission. No, that was never actually written down, although it's very obvious - there's a file up there with TIQL and FTP papers, where I was working with them - Dave Evans and John Elliott...the Inner Network were schools...the idea's very clear, it comes from there."

(P15, 19.1.87)

On referring to the submission document (Project proposal three), in fact, one discovers that the only reference to the Inner Network is outlined by the following words:

"In conjunction with teachers, advisers and lecturers in 5 local education authorities...where local initiatives already indicate a positive response to a national project of this nature, the project team will:-...",

and the report continues to list the tasks discussed already above. In other words, the directive for the operational structure of the so-called Inner Network rests at, "in conjunction with..." - one might argue, therefore, that no directive existed at all, because these hollow words contain no constructive brief for the would-be participants. Indeed, if

one refers to the section on the FTP and TIQL projects (see Chapter three) one is forced into asking whether or not a similarity of structure exists between the HB/PETG Health and Physical Education Project and these former curriculum initiatives: the most striking feature of the latter appears to be the closely supported operational network, which is far from evident in the former. Furthermore, on looking at accessibility to the FTP and TIQL project documentation on the part of the Health and Physical Education Project participants, one finds nothing to reveal that availability of these experiences was given to the teachers and advisers. Smith admits that the teachers, in fact, "didn't see the total package." (p15, 19.1.87)

However, on prompting Smith to reveal further explanations about his expectations of the Inner Network, via interview discussions he reveals the following insights. First of all, he stresses how important he perceived the role of the teachers to be in the project: they were not to be passive receivers of new curriculum ideas, rather they were to assume an active role in the development of ideas,

"...the Humanities Curriculum Project had no influence on me at all, other than the fact that we need to get teachers working and developing ideas."
(p3, 19.1.87)

Secondly, he elaborates on the notion of the need for participating schools, extending the idea of active participants:

"And the word 'experimental schools' stuck in my mind all the time. I didn't want schools to be field tested in the way that most Schools Council projects had been; I wanted them to be experimental."
(p3, 19.1.87)

He continues the experimental idea when he states,

"I felt the critical change was that the teachers should come to recognise that change was necessary themselves. So I felt the first year should be about that process and should, their role was to develop a critical evaluation of their own work, a need for change; and then we'd discuss issues and debate them, and talk about problems. And by the time they'd done that they'd actually be ready for resources."
(p3, 19.1.87)

Smith believes,

"...that the development of ideas is an emergent concept and that your ideas only emerge when you are in direct dialectic with it - they don't emerge when you're outside of it, thinking of it in isolation...and by dialectic I mean you're actually working on the problem because it's your job."
(p12, 19.1.87)

Basically speaking, Smith's central focus was based on the following:

"I definitely wanted the Inner Network schools in the first year to come to a position where change was a consequence of reflection."
(p3/4, 19.1.87)

"Because I feel very strongly that we could not make any changes for a health focus unless teachers came round themselves and said there was a need to change."
(p11, 19.1.87)

A critical issue which demands further exploration at this stage is that of the role of resources in the project: in interviews with Smith the term 'resources' is used in a very general sense, and on reflection one is left wondering whether the resources refer to particular curriculum content ideas, or resources outlining the means of reflection and evaluation for teachers embarking upon change. The concept of 'action research' in the FTP and TIQL projects implies that teachers generate their own curriculum materials via the process of evaluating their current practice; in a sense,

Smith infers the need for this approach when he shares his views on the need for a "dialectic" (see above). Conversely, though, in some instances, one feels that the term 'resources' is being used in a more specific sense with reference to curriculum ideas on a health focus in physical education. Yet again, it is hard to extricate an exact definition of a project objective from Smith, and thus the following quotations are offered as an illustration of this dilemma centred on the role of resources:

"...the expression for that <ready for resources> came from the evaluation done at the DES course at Blueborough ...and the games project where we looked at resources and the need for resources; and the fact that we did not in the games project help teachers with resources early enough."
(p3, 19.1.87)

"...I'd already realised that there was a need for resources."
(p2, 19.1.87)

"...I knew that the resources would be difficult to get out of, and I was sure we'd have real problems there. But on the other hand, I didn't think we'd have to produce many. We wouldn't have to produce many at all."
(p20, 19.1.87)

"...But some of the experiments that Prof C was doing - I wanted to change them and modify them...And I'd always seen those as important - you can read that in the early work that I wrote."
(p21, 19.1.87)

"You've got to remember, though, that although teachers want resources - in one way, the resources are not the problem. Because I believe, like the HCP, that if we just give them resources that they'll be thrown out/modified/bastardised, and that they'll just take a certain part and teach what they wanted. I never saw resources as a thing that we should produce. I always thought it's in the teacher's head that we've got to change - not the resources. Resources are only used by thinking teachers."
(p23, 19.1.87)

"And I think most innovation would now argue that possibly we should use the resources as a 'way in' to get teachers to think. That emerged in the first year -...the resources, because they're so vital and important, in the same way that I'd gone into content in the '70s as a 'way in' to teachers on evaluation - so the written resources was a 'way in' to encourage teachers to think."
(p24, 19.1.87)

"...That's why it's linked into the notion of 'experimental schools' - that the resources would be a 'way in' to teachers to think about the curriculum and change. And they will be the agent for making the teacher think and change themselves."
(p24, 19.1.87)

Clearly Smith's views on resources are far from exact: some ideas expressed above indicate that resources were to be introduced on a specific health issue following on from critical reflection of curriculum practice; others seem to imply that resources needed to be used as a catalyst for encouraging reflection on the curriculum. One thing which does seem quite certain is that the resources were to be "given" to the Inner Network teachers from an outside agent; in other words, in this case, given from the project. This clearly is at variance with Smith's inference that the Inner Network structure is based in the work of the FTP and TIQL projects.

Turning to a final point of interest concerning the Director's perspective of the working structure of the project, it is interesting to cite his interpretation of the so-called Outer Network; another feature 'borrowed' from the FTP and TIQL projects. Once again, one has to rely on interview data in order to outline the role of this structure, in which Smith states,

"Well, I think the Outer Network was part of this process of dissemination. Getting people thinking about it and keeping them going, working. It also involved people with expertise to come and get involved...The Outer Network meant we tried to get a political perspective on the project. Having everybody with us. I was very, very conscious of an innovation - the first major project in PE - that we would have people jealous of us, for all sort of reasons."
(p16, 19.1.87)

In fact, this is all Smith tells us of the Outer Network: in short, it was a vehicle for ensuring 'political harmony'. It should be noted, in

addition, that this contradicts the notion of the Outer Network in the TIQ1 project (see Chapter three) on which Smith states he based the structure; hence, is one forced to question the importance of the Outer Network considering so little attention was paid to it by the Director? In reality, the Outer Network consisted of a two-monthly newsletter written mainly by the project Officer. (see Chapter four)

ii) The Inner Network Leaders' perceptions of the aims and objectives of the project, together with the working structure

Drawing, once again, from interview data the following section will reveal the numerous interpretations of the project's aims and its working structure as through the eyes of the Inner Network leaders.

Blueborough

As far as Paul's view on the aims of the project is concerned, she seems to have seen it very much in a leadership role to teachers interested in health-based PE, in terms of helping teachers to plan where to put the health work in the programme:

"I see it <the project> as giving a lead. I feel because I'm not up-to-date in health-based PE and a lot of teachers aren't. There's a whole lot of interest everywhere. We need some kind of leadership to give direction and focus to what we're doing and where we're going. I think we need to sort out, or have sorting out, what do we do where? When is the right time to start?"
(p6, 18.11.86)

She saw the project as a way of encouraging teachers to examine and discuss their work:

"You were asking teachers to come together to talk about their work."
(p4, 18.11.86)

"And the point of the working party was so that teachers didn't feel alone and isolated; it was a support group."
(p3, 18.11.86)

She continues,

"I see the work of the project helping us to clarify ideas and to feed in information which will enable us to know what's going on elsewhere...so that we can then find our own stance within a larger network."
(p6, 18.11.86)

Indeed, Paul seems to have been very much under the impression that the various Inner Network groups would be the individuals creating ideas and feeding these into the project; in the first instance, simply to be circulated and examined amongst other Inner Network members. She states,

"I thought we were the sole inputers"
(p7, 18.11.86)

"I gathered there would be other people in the Inner Network as well, but I didn't know what would be coming back to me. I didn't see the project as actually feeding out much, except the ideas that were being fed in. Do you understand? I thought we were all giving; I didn't think we'd be receiving."
(p3, 18.11.86)

Naturally, therefore, she was very surprised to learn that the Blueborough Inner Network teachers would be evaluating the ideas of yet another group of contributors (ie the writing group of authors); she had no knowledge at the beginning of the project that such a structure would exist.

"No, I'm not really familiar with the working of the project. I don't know how those writing groups came about."
(p1, 18.11.86)

To summarise, Paul saw the project acting within the capacity of a support structure for teacher-initiated ideas on the area of health-based PE.

Redborough

Moving onto how John, the Inner Network leader in Redborough, perceived the aims of the project, he seems to have viewed them rather differently than his colleague Paul. On being asked to state the way he perceived the aims and objectives of the project he said,

"I thought it was going to fill a gap and that the gap was a lot of teachers were concerned and wanted to learn about health-related fitness work. There was a lot of national press about it...and courses that were being run. And people were talking about it. But there was a great gap between aims and practice."

"...I thought this was going to be the aim of the project, was to actually give teachers, to 'skill them up' really. 'Skill them up' to go out and teach useful courses, to drive right to the heart of health-related work."
(p1, 12.3.87)

The initial stages of the project, John believed, were to encourage teachers to reflect about their current practice in PE:

"...the first stage, I was looking for was actually to get teachers into a debate about the way they actually taught PE; what weighting they gave on time, for instance, on various aspects of it. And then to get them into a position to prioritise that. To say if health-related work is important, then I need to give it so much time, at certain times in a child's life."
(p1, 12.3.87)

He saw the project as demanding a lot of networking, "demanding a lot of networking, a lot of independent thinking, a lot of support from each other." (p3, 12.3.87). In addition, he saw the 'skilling up' notion in terms of a "teaching tips element", which he believed was essential if teachers were to experience success in new curriculum practice.

He claims, too, that in the early life of the project "there was going to be a lot more outreach by the project." (p2, 12.3.87) He obviously had little understanding of the working structure of the project, as he states,

"I didn't know how many authorities were in the Inner Network - that would have been quite useful. Because if it were a lot, it would have been fairly understandable why it wasn't possible for the project team to get out more often."
(p6, 12.3.87)

It appears that John envisaged representatives from the project centre to come out into the LEA and to "lead" the group sessions. In fact as far as meetings demanded of the Inner Network members are concerned,

"...things like 6 departmental meetings a year, I remember, and the idea that 4 times a year they could meet as a group - that swept by the board because there just wasn't the time because of the action."
(p2, 12.3.87)

It seems John had little else to say about the aims and objectives of the project.

Pinkborough

David provided a succinct precis of his understanding of the project's aims and working structure, namely:

"...this notion, as far as I can recall, of an Inner Network of authorities, that would look at the development of health/fitness programmes in schools. That we could pilot some work in some schools in Pinkborough, and then we could cascade this (the findings of our particular involvement, together with the findings of the other 5 authorities) into schools for the benefit of all."
(p1, 9.3.87)

He continues,

"I had a feeling that we might be asking individual schools to produce some written materials as a result of what they'd been doing, which might be shared and disseminated amongst the other 5 authorities."
(p7, 9.3.87)

By implication in his dialogue with the Project Officer, David viewed the work of Pinkborough Inner Network as fulfilling the criteria of action research. He states,

"...one of the best ways of professional development, I think, is through action research involved in projects which make teachers focus on issues...and so I felt if we could get schools involved in a project looking at work in their own schools, perhaps utilising resource materials, perhaps trying out ideas of their own - then I felt this was really good professional development."
(p3, 9.3.87)

On being asked a direct question about the expectation of resources (he mentions the use of materials in the above quotation), David was unable to offer a direct response:

"<Long pause>....I can't remember <pause>...I've certainly valued them, we welcomed them."
(p6/7, 9.3.87)

Certainly David saw the need for the Inner Network members to meet up regularly and he managed to secure minuted meetings in spite of the industrial action throughout the life of the project.

Greenshire

Mark's perceptions of the aims of the project are as follows:

"Two aims in that...we tried to change the philosophy and approach of our secondary teachers. That tied in very nicely, because this was a new alternative...something that teachers could concentrate on. And the second thing, yes, we were looking for the booklets, etc., the information."
(p1, 9.4.87)

He saw, "the first year was really concerned with innovation and change."
(p4, 9.4.87). His interpretation of the role of resources in the project can be seen in the following,

"My reading of the situation was that you, the project, would produce the documents, and we would try to use them and assess them."
(p4, 9.4.87)

He saw the Inner Network in terms of 8 schools and although he realised the intention of the network was to meet on a regular basis, due to the industrial action this never occurred in Greenshire, as will be explained later on in the chapter. Mark had very little else to say on these matters; indeed he implied in an interview that the working structure was of little concern to him:

"... I didn't see that as being my business...if projects are set up then one must accept, I think, the philosophy of the people who are setting up the project."

<p4, 9.4.87>

Yellowshire

Luke's interpretation of the project's aims seems to lean towards the production of resource materials:

"I thought the aims were to develop an awareness of the importance of a health focus on PE and to provide schools with resources. That, the resources, was the message that came over."
(p1, 9.12.86)

"...perceptions of resources being produced, let's have them evaluated, and feedback - I always knew that was a part of it."
(p2, 9.12.86)

She, "knew there was going to be an Inner Network" (p1, 9.12.86), but who was to be involved and what, as a larger group, they were to have done, she was not aware:

"I would have liked a little more of a structured approach, and being kept ...in contact...say with the other Inner Network members."
(p2, 9.12.86)

She also knew, "that departments should work together" (p2, 9.12.86), and that Yellowshire Inner Network members should meet on a regular basis centrally, which in fact they did.

iii) The teachers' perceptions of the aims and objectives of the project

The following viewpoints are drawn mainly from four co-operative teachers out of the Fawnshire Inner Network group. However, to supplement the views of this small sample, further insight into the opinions of teachers are offered drawing upon the records of Inner Network meetings, together with the Project Officer's first hand contact with Inner Network meetings countrywide.

It must be noted that the four Fawnshire teachers all work in the 10 - 14 age range; when the invitation was extended to join the Inner Network during the previously mentioned inservice courses, PE teachers in the 14 - 18 age range opted out in preference for more specific work on examination-related aspects of the subject. In some ways, therefore, one might imagine that the sample would not offer a variety of insights into being a member of such a national project group - that the needs of the lower school are limited to particular issues. Indeed this may well be a limitation. Yet, having said this, clearly even drawing upon a like-minded group of teachers the array of interpretations, felt needs, and expectations of the project appear to negate such fears.

Teacher A

In fact the first teacher whose views we will examine did not attend the initial inservice course which 'launched' the Fawnshire Inner Network. In this instance, the teacher heard about the group via her head teacher, who in turn, had received word of the project from the head of physical

education. At this point it seems important to comment upon the special nature of this teacher's involvement, teacher A, together with teacher B's involvement: both staff are from the same school. Naturally this provides an important factor which cannot be ignored in any analysis of their input into the group.

In addition, teacher A holds a unique position in her school, that of 'co-ordinator of health and physical education' for which she was appointed to a Scale 3 post. As A states:

"B <head of PE> had already got involved in it and because it was a health focus, could I go along as well...She <head teacher> felt it would go across both curriculum areas of health education and PE."

(p1, interview transcript 19.11.86)

Teacher A was appointed to the Scale 3 co-ordinating role on account of her teaching within science - she found herself increasingly teaching a number of health issues - and because of her original teacher training which had been in science and physical education. The head teacher saw a large potential for combining some of the work in both subject areas and hence created A's position. The school was heavily involved in general curriculum appraisal at the time, anyway; one of the groups having been set up as a part of a major initiative had been a working party on health education in 1982. Teacher A tells us:

"So we set up a working party to look at putting health education in, at the end of 1982. And the working party had people from all departments. And we spent 6 months looking at what we felt the school's kids required - the knowledge in health education and the skills."

(p4, interview transcript 19.11.86)

It is in this context, therefore, that Teacher A joined the Fawnshire Inner Network; she was not a full time PE teacher, she was involved in health education in more general terms, and she had a colleague in the PE department who was attending the sessions, too. These points have to be kept in mind when studying the response of Teacher A to questions about her perceptions of the project.

Turning to her perceptions of the project's aims and objectives, in replying to a specific question about the aims of the project, she stated:

"I couldn't give a clearcut answer and say this is aim 1,2 and 3"
(p2, interview transcript 19.11.86)

Rather she offers personal expectations of the group of which she became a member:

"...I was going to what I thought was a group of people who were taking a new look at what was achieved in PE from the pupils - sort of looking at reshaping PE lessons and would probably be quite revolutionary."
(p1)

"...I thought the group would be like a working group, a whole group that set off to look at putting into practice those ideas of bringing a health focus to PE. So really I went along hoping I would learn about achieving this."
(p1)

"...not exactly practical, but I would go away with things that I could implement in my school."
(p1, interview transcript 19.11.86)

She continues to inform us that,

"I was looking to the project to give me ideas to bounce off from. For inspiration really in that area - just a feed in to me to think about. Me to then go away, and think 'Right we can do this, this, and that!' "
(p 1)

"I think I saw the whole thing as being a development thing, and if asked, I would obviously have wanted to keep the project going by feeding back what had happened with things that we'd been doing."
(p1,2 interview transcript 19.11.86)

When asked about her personal interpretation of a health focus in physical education, Teacher A stated that:

"I thought the work would be more individualised and that there would be more theory put over in a PE lesson, and that the teacher would try to give the children a greater understanding of what they're doing and why."
(p1, interview transcript 19.11.86)

It seems that Teacher A's understanding of the working structure of the project is somewhat limited: all she could comment upon was,

"...I've just got this idea that people are producing materials for the Inner Network to pilot, but that's all I know."
(p3, interview transcript 19.11.86)

Teacher A knew nothing really about the other Inner Network groups and showed little interest in discovering more about them or their work; on the whole she was more concerned to talk about the way in which the Fawnshire group had operated, which will be illustrated in the following section of the chapter.

Teacher B

As has already been stated, Teacher B was a close colleague to Teacher A. Both teachers were working in a well supported development environment in a 10-14 age range secondary school in Fawnshire. Teacher B had been at the inservice course in Fawnshire and had volunteered to join a working

coaching and performance of school teams in traditional games, in particular football.

On being asked to outline the way in which Teacher C perceived the aims of the project he claimed,

"I thought the original aims of the project were to try to change pupils' attitudes towards activity. Help them to understand why it's important to be more active and to promote that idea of healthy living."
(p1, interview transcript 2.4.87)

On a more personal level, Teacher C tells us,

"That <inservice course> was my first introduction to it, from that it was something that interested me - I wouldn't say it was something particularly new - but was something which was being emphasised in PE and I was becoming more aware of it, and I think it was obviously a trend for the future...you know what with the medical evidence on coronary heart disease."
(p1, interview transcript 2.4.87)

"...when we had the very first session with Smith <inservice> - that I realised then that there was a heck of a lot of work being done."
(p6, interview transcript 2.4.87)

On being asked about the more specific requirements placed upon the Inner Network members, Teacher C says:

"When I first said that I'd be interested in coming along to find out more, I didn't really know to start with. But obviously after the first session when we had it actually written down and we could see how it would develop through - you know, teacher groups, other people, advisers etc, other groups feeding in information, and us providing some sort of feedback on materials they were going to produce. Perhaps people who had ideas putting in their ideas. People who've been running courses for a number of years, and obviously people have."
(p2, interview transcript 2.4.87)

"Me, personally, wanted things like the booklets to have a look through for ideas."
(p2, interview transcript 2.4.87)

This is as far as the member's views on the project structure ran.

Teacher D

Teacher D is yet another head of department, but her role is to oversee a larger department than her fellow Inner Network members; she runs a unit of 4 full time PE teachers. The school is a 10-14 age range secondary school located in a predominantly middle class catchment area. As far as curriculum development is concerned, Teacher D has been encouraging her staff to take on board the 'understanding approach' to games; yet she says "I don't see it particularly linking up with health". (p1, interview transcript 19.3.87). It seems that over the last four years due to a number of circumstances, such as the teachers' strike, and growing accountability in school, she has been leading general reflection on the state of the PE programme. She claims that she has a co-operative department and everyone is keen to contribute.

Her first contact with the project was through the same inservice meeting mentioned above; she comments on the fact that there were only heads of departments present:

"I heard about it at that inservice for heads of departments - that excluded some people. People were simply asked to stay behind if they were at all interested. About a dozen people stayed, but the numbers have dwindled a great deal now."
(p1, interview transcript 19.3.87)

In terms of how Teacher D saw the aims of the project she favours a viewpoint supporting the increase of activity in lesson time, and she saw the Inner Network very much as a discussion group, coupled with a source for resources.

"I'm getting neurotic about having children moving; very conscious of time-wasting, particularly after the activity survey."
(p1)

"Unless you get out and hear other people's view you carry on regardless...I enjoy talking about my work, PE. I don't think it goes on enough...we need to talk about it. At the moment there isn't enough appraisal of what we do."
(p1)

"Teachers need props - I've been waiting for the resources."
(p1, interview transcript 19.3.87)

No further comments on the working structure of the project were forthcoming from this teacher either, and one is left with an impression that the individual is too wrapped up in the small world of their own school to devote precious energy to contemplating the wider implications of the project.

Note

Other members of the Fawnsire Inner Network group were invited to share their views and feelings about their part in the study. However, they declined to take part in the study. The reasons which they offered were, for example, their lack of practical implementation of health related work in their PE programmes, or the fact that due to other school commitments their attendance at the Inner Network meetings had been erratic and therefore, it would not be worthwhile for them to take part. Of course I

tried to explain that I was not in the business of placing value judgements about the degree of their involvement in the project and that, in fact, their particular circumstances were of great interest to me; if other school commitments were taking priority over the project I would like to know more about the individual's school, and so on. Unfortunately the teachers were not to be dissuaded from their decisions.

(C) Perceptions of the 'reality' of involvement in the project

This final section of the chapter will endeavour to provide an insight into the perceived reality of being a part of the HB/PETG Health and Physical Education Project. In other words, it will attempt to reveal the way in which people operated within the project's structure; it will examine the influences upon individuals which resulted in action being taken or not taken; and it will look at the influence of events during the period 1985-87 upon the future of work on health and fitness in the physical education curriculum.

(1) The Director's Perspective

In looking at Smith's 'reality' of the project, it appears there are two main areas of concern for him within an analysis of life in the Director's seat: firstly, a perceived shift in the main focus of the project during its life; and secondly, after probing, a close scrutiny of the Inner Network structure. Certainly other issues are touched upon within these

two foci, but it seems they are peripheral in nature. The 'reality' is drawn from interviews with Smith, papers which he wrote during this period, and some meeting notes of personal communication about these matters.

As for the changing nature of the project, Smith attributes many factors for this turnaround, primarily though, he believes this was inevitable given the nature of the research structure - that of an emergent practice. Although it was necessary to offer some freedom of interpretation at the beginning of the project to enable those involved to "be grounded in reality" (p19, 19.1.87), it soon became apparent to him that people were requiring some sort of structure or framework; hence he directed his attentions towards developing a 'model' for the operation of the project. He states,

"They <the aims> would not come from having a clear focus at the beginning and going through, because I think the focus changed dramatically all through that first year. And it was dependent upon a variety of different people having an influence upon it, and I think a lot of things have changed."
(p4, 19.1.87)

"...you borrow a theoretical rationale from outside. You use that for a while and then you slowly think about your own. And it ought to work on the development of a rationale...How can we translate the research into a model or a framework? But that was quite late really."
(p2 19.1.87)

He highlights the influence teachers had on his thinking when he says,

"I think there's another factor and that is that I am comfortable working with that <emergent concepts> - I don't get uptight about it - and that's not everybody's way of working. Right. And I think teachers want far more concrete things. I often work with things less concrete: they can't... they want concrete things right away."
(p12,13, 19.1.87)

Smith also points to the influence the Project Officer had on his thinking:

"...that was an important factor - you <Project Officer> kept asking for more documentation, more clarity and where are we going? I think that had a major impact on me. And I think that changed the nature of what is a health focus. It made the notion of a framework and a model more important. As it's turned out, it's been absolutely vital - an important stage there."
(p19,20, 19.1.87)

One has to remember at this stage that Smith has never given clear written evidence of what the project's main focus was to have been about: one might recall that in the previous section on people's perceptions of the project's aims and objectives, the Director did not distinguish between the importance of researching into innovation and teacher models of change per se, or the introduction of health and fitness into schools. Thus, in trying to come to grips with his perceptions of the 'reality' of the project, one cannot oversee this previous dilemma because it too bears weight in this instance - in some aspects Smith uses vocabulary one might associate with the study of change, and on other occasions, he talks merely in terms of health and fitness and content in the curriculum. In attempting to unravel the 'reality' of the so-called model for the project which has been outlined above, viz-a-viz the shifting focus of the project during its first year, a paper which Smith presented to a conference in Rome, December 1986, helps to throw some light onto the matter.

Indeed, the paper offers us with the project 'model': namely, it offers a means of translating the evidence about the medical case for exercise into the school curriculum,

"...this evidence <medical research> needs to be translated into a framework or model that provides a Direction for organising a curriculum."

Smith states that there are three elements in the model: the promotion of an active lifestyle; a practical knowledge base of how to take care of the body (including the mind); and self-esteem. He offers further insight into each of these elements; first of all, he interprets the term 'an active lifestyle' -

"This focus centred on how an activity would be experienced by students and we felt this was a major contributor to encouraging a lifestyle which contained regular physical activity. Thus, in order to achieve this it is important to emphasise: 1) physical activity and sport must be a good experience for students; 2) the role of empowerment and having the skill to be active." (p2)

The second element, 'Taking Care of the Body' has three aspects,

"1) Functioning components of the Body; 2) Body image; 3) Learning to Handle Stress." (p3)

Finally, the third element, 'Self-esteem' is included by Smith because,

"...this is a major feature within physical education, but it needs to be highlighted more clearly because the challenges in competitive sport may not be major contributors to the self-esteem of all students. Thus, this needs to be carefully examined and ways to enhance self-esteem clearly identified." (p3)

All three elements then need to be "translated into action" (p3), for which Smith identifies two major procedures,

"1) through the existing curriculum; 2) through carefully selected modules." (p3)

Clearly within this project 'model' there is no mention of the working structure of the process by which these issues can be established into the

curriculum or how they can be adopted by practising teachers; does one assume therefore that the process became inconsequent to the content? How does this fit into Smith's notion of the Inner Network, as influenced by the work of Elliott in the TIQL project, which Smith refers to in interviews? In fact, when tackling the issue of the structure and the process of the project with Smith during interviews he evades talking about the issues directly, preferring to highlight incidental matters which he believes affected the development of the structure. For instance he stresses the lack of resources, both in terms of staff and finance, as an undermining factor in the progress of the project, and he draws attention to the unrealistic time scale of the initial phase of the project. Does one assume, therefore, that the Director felt these matters to be out of his control? During interviews he states the following points,

"The whole time scale is out anyway. The whole thing - a 2 year project trying to operate with one person working full time and one person supposedly, one day a week, is completely unrealistic."
(p14, 19.1.87)

"I think I was far too ambitious, far too ambitious on thinking what you <Project Officer> could do. I think I overestimated - not what you were capable of doing, I don't think that was a problem - I think that I overestimated the transformation that you would have to make in terms of both coming to terms with the ideas and coming to terms with changing your job here, with moving; coming to terms with working with me and working differently...And at the same time getting into innovation."
(p14,15. 19.1.87)

"...there were all sorts of other things that came up - like Pond's, EEC came about. I know they were much later, but things like that."
(p15. 19.1.87)

On being asked direct questions about whether or not more consideration and time should have been given to the project before it 'got off the ground' or during the very early stages, Smith chose not to reply directly,

instead offering further reasons for why things turned out the way they did (Interview 19.1.87); rather than comparing the reality with the original expectations of the project. He raises the dilemma of whether one takes on board a large project which one hopes will gain a big impact on a wide audience, or whether one works in a concentrated fashion with a small group of people, with the hope of establishing some good practice to disseminate at a later stage. He draws attention to the continual 'political' pressures on the project as being a distraction away from its 'course of action'; and he also speaks of the misconception about people's willingness to contribute to the project on projected time scales.

"...we did take on too much...better to really stick to one thing and do that only. We wouldn't have made very much change though. That's the other dilemma, you see. Do you go for major 'sparking things off' or just doing something really well? What's going to be a real impact in the future?...I'd say just doing one thing really well might have been all right - but I'm not sure whether it would have had the impact we've had."
(p16. 19.1.87)

"..certainly in this project the political side has been a major factor, especially the PETG"
(p17, 19.1.87)

"I think the PETG were very jealous - I think they wanted it to be broken up."
(p16. 19.1.87)

"...you expect people to work for more hours and put far more thinking into it, and I think, as a consequence of that, you tend to rush things."
(p16, 19.1.87)

He makes a fairly big issue about the fact that if he had the chance to go back in time, he would not have taken the project on board whilst continuing his other duties as a university lecturer; instead he would have become a full time Director. He says,

"If I could go back, I would say that I would do nothing other than the project."
(p14, 19.1.87)

"Because you weren't full time on it - I think that was another problem as well. Even though I've spent more time on it than one day a week, it still meant that I was dealing with research students and teaching, and games work at the start. So I think that was a major problem."
(p14, 19.1.87)

However, on pressing Smith to address the issues associated with the project's original working structure, in terms of the Inner Network concept, he does offer some thoughts on the 'reality' of this part of the project. Generally speaking, Smith does not think that the structure achieved what he had originally intended for it to do; at this stage, though, he does not know why this was the case. Yet, he does suggest some reasons for its apparent failure in his eyes. His summary of the record of the Inner Network is,

"If I'm honest about the whole thing, I don't think that the Inner Network schools have worked - it doesn't work. I think that the ideal of them working as I had thought of - I still think that is right. But...delivering it??.....<long pause....>"
(p6, 19.1.87)

"I just don't think the network has worked - I can't give any reasons at the moment...I don't think it has worked although I think the idea is right."
(p9, 19.1.87)

Smith does seem to think that perhaps the choice of LEAs was not satisfactory, although at the time he felt he was doing the right thing: he based the choice on,

"...the track record that they had, that they were actually used to working as a group. I don't think on reflection that I made the right choices..."
(p5, 19.1.87)

Also, on reflection, he wonders if the geographical distance between the project and the participating authorities was a contributory factor in their failure:

"I think that on reflection they were too far away - we really ought to have worked close by and just worked with Fawnshire and Brownshire teachers. That might have been quite useful...But I think you win some things and lose some things. I think if we'd just used Fawnshire and Brownshire we'd have lost an awful lot."
(p6,19.1.87)

Having set up the Inner Network, naturally the structure was going to encounter some problems: Smith sees an important factor as being that of the various starting points of each authority, in terms of curriculum development records, which was bound to lead to a range of different degrees of progress and the number of initiatives. In addition, he uses the example of Blueborough LEA to illustrate how he had little control over who became involved in the Inner Network, which in turn, in this instance, meant that the group of teachers who became the Blueborough Inner Network were not the same group who Smith had been working with previously, and whom he believed were ready to operate within his perceived structure. He states,

"All of them <Inner Network groups> were different. Because for example, Blueborough had been doing work for quite some time - they therefore were quite advanced...although the people who were ready to go ahead didn't actually get involved in the project...the people who got involved weren't actually the ones who were working with me...so that caused problems in Blueborough. That's my perspective, anyway."
(p10,11. 19.1.87)

Another important factor which Smith does not think can be overlooked in an analysis of the Inner Network is that of the teachers' industrial action:

"...you had to work with people you knew and therefore it was very much about relationships...Not realising that the teachers' action would have had the major impact it did."
(p5, 19.1.87)

"Redborough - I relied on T. Right. And the teachers' action meant nothing happened down there; nothing at all."
(p11, 19.1.87)

Even without the outside forces acting upon and influencing the life of the project, Smith also notes some miscalculations on his part which affected the course of events, one of these being his underestimation of the number of resource materials which he thought the project would have to produce. He informs us,

"...I didn't think we'd have to produce many...the year made us rethink what was possible and then a whole range of new ideas came out. And I think that first year produced a lot of new ideas...I don't think at that stage <the beginning of the life of the project> I'd really criticised the US materials. It's only into the first year that I began to really criticise them."
(p20,21. 19.1.87)

Another miscalculation Smith thinks he made was that of how long it would take the teachers to arrive at a state of readiness for use of materials, coupled with the problem of when is the point to introduce materials in order to extend the reflection process? In other words, although his original intention was for the teachers to reflect on their current practice and for them to arrive at a point when they were requesting new materials, Smith now believes that perhaps there is also a case for introducing materials early in order to encourage the actual process of reflection: the classical problem of the 'cart and horse'. He says,

"In a sense it seemed right that by them <teachers> working on their own perspective of change, was right, and by the time that was done, we'd have something for them."
(p13, 19.1.87)

"...Now, what we made a mistake on, I think most innovations would now argue that possibly we should use resources as a 'way in' to get teachers to think. That emerged in the first year."
(p24, 19.1.87)

In many ways it seems Smith was influenced by requests for resources from teachers within and outside the project structure, and thus,

"...we felt that the school work should be done in the second year, never in the first year. And I think the only reason we moved into the first year was because of requests for resources."
(p19, 19.1.87)

In other words, Smith sees the dilemma of when was the 'correct' time to feed teachers with resources, the great disparity between the 'readiness' of LEAs to take on board the work of the Inner Network, the misjudged time scale for the development of the Network, and perhaps even a poor choice of LEA, as being the major influences in the life of the Inner Network. Further on in this section of the chapter, the leaders of the Inner Network groups, and some of the participating teachers, share their views on the Inner Network; Smith was asked to comment on some of the major issues they raise, hence the following part of this 'reality' concentrates on Smith's response to their statements.

First of all, a commonly voiced opinion from the leaders of the Inner Network groups and the teachers was that of a lack of formal instructions for them to work towards, coupled with a sense of 'not belonging' to the project and a feeling of isolation. Smith's response to these beliefs is that he personally felt that there had been considerable contact between himself and the Inner Network authorities at the beginning of the project. He informs us,

"I spoke to Greenshire...ooh, '84. I went up to speak to them and they were interested to get a working party up, so I said that would be interesting, so why don't you think about working with the project?"
(p7, 19.1.87)

"I went to Blueborough and spoke to those teachers...in '84. There was a working party '84/85. I went to talk to all of those <meetings>."
(p7, 19.1.87)

"Yellowshire teachers - I saw them on a DES course."
(p7, 19.1.87)

"Redborough - I knew that T. had a good track record for doing innovation."
(p8, 19.1.87)

When it was suggested that this contact had been somewhat casual in nature, though, Smith's response was,

"Well, you can't say it was casual contact, because I'd had a lot of contacts...Oh no, it wasn't formalised, though."
(p9,10. 19.1.87)

Indeed, on further reflection about the plight of the Inner Network, Smith stated,

"I think there are all sorts of reasons. I think you're probably right that a detailed statement of intentions would definitely have been a very important document."
(p11, 19.1.87)

"And probably, seeing them <Inner Network groups> far more in the beginning might also have been useful."
(p11, 19.1.87)

On the whole, however, the overriding impression with which one is left, is one that Smith believes given the numerous constraints of the working environment of the project a great deal was achieved by the project, particularly in terms of being known throughout the country and having raised people's awareness about the notion of health and fitness in

physical education. With regard to the future path of the development in the curriculum, Smith does not appear to have strong views of the road he will adopt; he does seem to know the one he intends to leave behind, however, illustrated by comments about his original intention to use a cascade dissemination model:

"...a training manual, that's gone...and I that is a major change I think, that I still had the cascade model of innovation in my mind. And I still had the training of trainers in my mind - but that went, that's gone in the last 18 months."
(p21, 19.1.87)

At a meeting in May 1987, Smith revealed that much of this change of view had been brought about by the fact that he does not think the teachers have coped with the demands of reflecting on current practice, and that if they are to surge forward and make progress, the order of the day was for more resources - training was still far off in the future for many teachers. Hence, he saw the project's task as continuing the development of resources by 'experts' in order to feed into the schools, as a tool to encourage the more deep-rooted process of evaluation and experimentation with 'new' practice. (ref: personal communication records in Project Officer's diary).

ii) The Inner Network Leaders' perspectives

It may be useful for the reader to turn back to refer to the Project papers in order to familiarise oneself with the instructions for the Inner Network as received by each of the leaders. In addition it is useful to remember the 'action research' model of innovation, as outlined and developed in the Ford Teaching Project and the Teacher-Pupil Quality in Learning Project, on which Smith claims he based the Health and Physical Education Project's network system. (see Chapter three).

This section will take each of the Inner Network leaders' view in turn, and will give an account, as seen by the leader of the group, of the way in which it operated in order to undertake the work of the project.

Blueborough

Before one can turn to the reality of the Inner Network in Blueborough, first of all one has to become acquainted with a special arrangement within the LEA, that of appointing a teacher on secondment during the academic year 1986/87, a part of whose brief was to help administer the Inner Network. Thus Blueborough's 'reality' is based upon the views of both the adviser, Paul, and the teacher on secondment, Mrs Peter.

The decision to make such a special appointment is an interesting feature which demands further examination in its own right. It seems that Paul did not believe that she had the time, or the project warranted her time, in order to carry out the tasks which were being asked of the Inner

Network. Therefore, Paul sought to combine the opportunity of a teacher secondment to enable one of her staff to study for higher qualifications, whilst at the time, use some of the non-teaching time to encourage greater curriculum development in the area of health and fitness. Paul states,

"I couldn't do it I knew, and I couldn't (as my job) have done it for you - I couldn't do what J.'s (seconded teacher) done...I haven't got the time to do it and it wouldn't be a priority, anyway."
(p4, interview transcript 18.11.86)

"I shall never forget the day I received that stuff from you and it said this is what we would like you to do...And I remember saying to you 'we can't do it', I'm not in a position to actually ask teachers to do that (on account of the strike action). And then after a year I was so worried about it, this is how J. came onto the scene. I wanted also to put some curriculum development work into this area and J. was asked to do this task of bringing it together."
(p4, interview transcript 18.11.86)

However this appointment did not take place until the second year of the project, so how does Paul explain the events of the Inner Network from October 1985/86? Basically it seems that very little occurred in terms of 'new' developments within Blueborough - one is left with a strong impression that Paul believed the existing working party had fulfilled all the tasks being asked of them. As you will remember, prior to the project Paul had invited Smith to attend the teacher support group on health and fitness, and during this visit Smith had set the teachers the task of performing a small development case study in each of their schools; it appears that Paul interpreted the Inner Network tasks in this same vein, and therefore she believed that Blueborough was already one step ahead:

"...so he (Smith) asked all members of the group to do a mini case study. To prepare a plan, a course in health-related fitness and implement it, and evaluate it at the end."
(p3, interview transcript 18.11.86)

"We did actually try and hold a meeting right at the beginning and about half a dozen people did come...Now we've only just met again, so we've had 18 months at least without a meeting. Maybe nearer two years"

(p4 interview transcript 18.11.86)

(NB Paul's time scale here refers to the original Blueborough working party on health and fitness, and NOT the beginning of the so-called Inner Network group, as envisaged by the project.)

"I thought to some extent we've done this. We've already done this, although we haven't got it written up: it's not structured in that way."

(p4, interview transcript 18.11.86)

"It's <the project> complementary to what's going on, but it isn't a stimulus or catalyst because we'd already started on the road before."

(p9, interview transcript, 18.11.86)

The main factor, however, preventing further development work in Blueborough was the extent of teachers' strike action in the borough, which prevented Paul from calling any central meetings of the Inner Network - she states,

"We had problems. The action was on. This city was hit more than many cities by the action and everything just stopped."

(p4, interview transcript 18.11.86)

She warns of the deep-rooted nature of the teachers' feelings towards their 'cause':

"...don't underestimate the strength of the teachers' feelings - doing extra to their normal time: that's very strong."

(p5, interview transcript 18.11.86)

Indeed, Peter reinforces the influence of the teachers' action in

Blueborough: she says,

"I think really it <the action> was the worse thing that could have happened to the project."

(p4, interview transcript 2.4.87)

"...the first year of the project is where I think a lot of problems were encountered because of the action. The working party that had been set up ceased to meet. Everything started just fell flat and

people just went away and did whatever in their own schools, or not at all."
(p2, interview transcript 2.4.87)

In spite of these difficulties, though, obviously Paul was still keen to be a part of the project, even if it were to be 'on her terms'. Peter explains Paul's interpretation of Blueborough's role in the Inner Network:

"...she wanted me first of all to sort out Blueborough's rationale for health-related fitness in schools, working from all sorts of sources - like the stuff from the project, ideas from the project - and develop Blueborough's rationale; and she wanted me to do the case study which she thought would be useful for Blueborough and for the project. What was going on in Blueborough at the time. Thirdly she wanted me to liaise with the schools that were involved with piloting the resources."
(p1, interview transcript 2.4.87)

Paul tells us,

"I asked her to consult everybody. She's done an enormous task, actually...She's talked to 10 departments. She's got all those things that we would have done as a group - you know, she could have been the secretary of the group."
(p4)

Paul did not seem concerned with the fact that Peter simply was recording what teachers reported was occurring in schools, and hence missing out on the crucial process and interaction of a teachers' group; yet again, she indicates that Blueborough teachers were far enough down that road in order to appreciate the process, as opposed to merely being interested in content:

"Yes, well we've got it all set up here. That's why I did all that preliminary report. People come together regularly (except in action times)...they are in the habit of coming and they're interested to consult."
(p5, interview transcript 18.11.86)

"...it takes a long time to get the kind of environment where there are frank, easy and open discussion is possible...Now you've got to

have an atmosphere of trust and giving. Now these things are developing; we've developed that."
(p5, interview transcript, 18.11.86)

Paul sees the project merely within an enabling capacity,

"Sort of enabling things to happen."
(p6, interview transcript 18.11.86)

She informs us that Blueborough's work on health and fitness would have been at the same stage now if the project had not even existed:

"We would be in exactly the same place as we are now. We would still have done, got the rationale, and I'd be encouraging people to do it because the project is only incidental to what we have already - our policy and beliefs. So you're supporting us and making us feel reassured because we're, someone else is doing the same thing."
(p8, interview transcript 18.11.86))

She states that her expectations of the project were:

"...giving a lead. I feel because I'm not up-to-date in health based PE and a lot of teachers aren't, there's a whole lot of interest everywhere. We need some kind of leadership to give direction and focus to what we're doing and where we're going. I think we need to sort out, or have help sorting out what we do where. When is the right time to start?"
(p6, interview transcript 18.11.86)

It is hardly a surprise, therefore, to learn that the main focus of the Blueborough Inner Network became an 'open house' inservice course which ran over a period of a term, to which guest speakers (so-called specialists) were invited to share views on the 'how, when, and where' of health related fitness issues. Bid and Cardy, two of the project booklet authors, were amongst the 'lecturers'; personally having attended some of the sessions it seemed ironical that Blueborough had misplaced process for content - the former being the very feature it purports to uphold. Indeed,

on talking to Peter about her interpretation of Blueborough's role in the project and the Inner Network, in many ways her opinion seems to back up the teachers' preference for content instead of process. In particular, I asked Peter about whether or not she believed the teachers shared Paul's enthusiasm for producing their own materials (during the period 1985/87, no materials ever appeared from Blueborough): her response was as follows,

"I think they're quite happy to receive stuff...I think if you'd have started asking them to write a lot of materials you'd have got a response from a very small number who perhaps are really committed and who've got ideas. And I think the others are perfectly happy to have materials issued by you."
(p3, interview transcript 2.4.87)

It is very interesting to note that Peter herself at this stage did not see the Inner Network's task to be that of producing any curriculum documents; once more, the industrial action is blamed for this shift in focus:

"I think that the industrial action was very important in that it stopped, I think, the working party from achieving what it could have achieved...like the working party could have developed its own ideas and had much more of a two-way thing with the project."
(p4, interview transcript 2.4.87)

Instead, Peter feels that the Blueborough teachers are,

"...just piloting some resources, they'll send their evaluation sheets in and that will be the end of it."
(p4, interview transcript 2.4.87)

Peter describes health and fitness curriculum development in Blueborough as,

"...very 'bitty'. People just going away and working on their own, nobody knowing what anyone else is doing and then trying to pull it all together 12 months later, and saying, well we've now got the added input of the project."

(p4, interview transcript 2.4.87)

In summary, Peter feels that the teachers would have liked,

"...more liaison between the Inner Network and the project...I mean it was 'successful' when they had their course when they brought in people like Bid (experts in the field) with first hand knowledge of 'this is what we could do'. I think that is what they wanted. Just somebody with practical experience, rather than just a book in front of you."

(p5, interview transcript 2.4.87)

Redborough

The first point to make about Redborough's part in the Inner Network is the fact that this authority also ended up with the help of a seconded teacher in the second year of the initial project life, Miss Martin, and therefore this account of Redborough's perceptions is drawn from her views as well as John, the adviser. Indeed, Martin's personal interest in the project and her fortunate place at Westside University to study for an MPhil in physical education is seen by John as Redborough's 'saving grace', as far as the borough and the project's Inner Network is concerned.

A strong feature of talks with both John and Martin is the "near failure" of Redborough PE teachers to contribute to the Inner Network at all, and the experiences which both of them relate during interviews is dominated by this feeling of inadequacy. Taking a look at John's perceptions first of all, he offers a number of reasons for Redborough's "poor" response to the project: namely, he cites the lack of history in the LEA for group

development work, and his relatively new arrival in the borough as a barrier to 'success'; he implies that the expectations on the borough from the project were unclear and confusing; he, too, believes the teachers' strike damaged progress in Redborough; he informs us of the impossibility for an adviser to coordinate a local Inner Network group due to the increasing administrative pressures on the advisory services; and finally, he raises the question of whether the evaluation of practice and research into the curriculum should have been the initial phase of the Inner Network, or whether in fact teachers would have benefitted more from having the resources early on.

John says of the readiness of teachers to take part in the Inner Network,

"I think it was still early on in the days of my arrival, that to be fair, the previous regime hadn't really motivated teachers into thinking for themselves of getting involved in small groups, and being self-supportive."

(p3, Interview transcript 12.3.87)

"...here comes a new project which is demanding a lot of networking, a lot of independent thinking, a lot of support from each other. And I don't think in a sense they were really ready for it."

(p3, Interview transcript 12.3.87)

"I actually remember at the time thinking...are many of them are ready for it? You know, taking on something on board like that needs a fairly competent department."

(p5, Interview transcript 12.3.87)

He continues to illustrate the problems facing Redborough's Inner Network by suggesting that the project did not offer sufficient support or guidelines for the participants: their tasks were unclear and the materials coming out of the project were confusing. To start with John tells us:

"I thought there was going to be a lot more outreach by the project. And I got it wrong, and I was waiting, and waiting and waiting for something to happen, and it didn't happen."

(p2, Interview Transcript 12.3.87)

"The other problem I've found was is that I've found it confusing to actually know where you stand. I can see that you're linked to the HB because you've got a grant from them. What I have felt confusing is the PETG's involvement. And I keep getting newsletters from the PETG on the PETG heading and thinking, 'Hang on! Am I part of this project, or are the PETG just putting out information which is just duplicating what the project's saying?'"
(p6, Interview transcript 12.3.87)

"...the uncertainty of the whole project - where it stood; which camp it was in? And if I didn't know Smith so well, I think I might have backed out earlier on, actually."
(p7, Interview transcript 12.3.87)

"...there ought to have been a contract in the start, a 2-way contract. Redborough has to deliver something to you and you have to deliver something to Redborough. Now that contract was never clear, and that's been a problem."
(p8, Interview transcript 12.3.87)

"...the schools...haven't felt intensely involved."
(p8, Interview transcript 12.3.87)

On top of this sense of not belonging, Redborough too was affected considerably by the teachers' strike action during the first year of the project,

"The problem was the teachers' action and it almost killed the project in Redborough. I mean things like 6 departmental meetings a year, I remember, and the idea that 4 times a year they could meet as a group - that swept by the board because there just wasn't the time there because of the action."
(p2, Interview transcript 12.3.87)

"With the action going on you had to be really motivated to continue it."
(p3, Interview transcript 12.3.87)

Yet, whether the action had been on or not, an additional problem which John clearly felt was influential was that of his lack of time to devote to the project:

"...if L. hadn't been seconded that year I think the project may have died in Redborough actually. It was as important as that. I

honestly could not afford the time to do the sort of thing L. has done."

(p7, Interview transcript 12.3.87)

"No, they <advisers> haven't got the back-up."

(p7, Interview transcript 12.3.87)

Clearly he perceived Martin's personal interest in the project as vital to its continuance:

"...L.'s involvement was almost luck...it so happened...she was interested in it and started to research, and just drifted into the project work...the fact that she actually linked into it through you and Smith happened to be sheer fortune...It wasn't really until L. got going on it that I felt we really firmed up with you."

(p2, Interview transcript 12.3.87)

"I think what she <L.> has done is provide the contact. She's been a source of information; to get teachers information. There's a difference between me collecting information as an adviser from you, taking it back to Redborough and sending it out to them in the schools' post...That personal contact is important."

(p4, Interview transcript 12.3.87)

Thus it seems that Martin's contact with Westside in September 1986 was the 'real' launch of the Inner Network in Redborough. Her interest in the project, together with the end of industrial action in the borough, led to a meeting in November 1986, to which 7 schools sent representatives. In many ways John does not think the somewhat belated meeting was necessarily a bad thing, because he voices doubts as to the usefulness of trying to encourage teachers to tackle the more philosophical issues behind curriculum change, rather than the 'nitty gritty' of 'hands-on' resource materials; by the time the Redborough group met, the latter were beginning to filter through to the authority.

"Certainly at the start, I felt the information coming out was interesting, but right at the beginning I think the problem was, some of the stuff <project booklets> coming out now, could have come out earlier. Although you could say it's 'cart and horse'..."

(p6, Interview transcript 12.3.87)

"The reality is that most teachers do prefer to have something on the table, and then to branch out and do their own thing a bit later on."

(p8, Interview transcript 12.3.87)

"...Teachers see the main aspect of it <the project> is 'what can I get out of it that will interest my kids?'...it's no good talking in philosophical terms to start with - it's <resources> a way in."

(p9, Interview transcript 12.3.87)

In fact the course of events in Redborough led John and the local teachers to formulate their own Inner Network plan which mainly was based on the organisation of a 2 day inservice course; a course which hoped to provide some practical teaching tips, as well as to look at the means of evaluating curriculum practice.

"...there were 7 schools there. And each of those schools gave us a mandate to go away and form up a course, which we've done and will present to them in May. I see that as a step forward - they actually said 'will you do something for us?'"

(p4, Interview)

Turning to Martin's interpretation of the Inner Network in Redborough, though, one has to ask the question 'to what degree does one interpret the "you do something for me" plea? She implies that the teachers want a 'recipe book' on health and fitness:

"...a lot of them wanted knowledge on health and fitness. The biggest thing is that they wanted ideas for teaching...they actually wanted, 'here is a plan, go and do it'. I don't think they see anything to do with teaching style."

(p3, Interview transcript 10.3.87)

In many ways Martin could understand why the teachers initially might think like this: she too, at the beginning of Redborough's involvement in the project in Autumn 1985, had been thinking along the lines of the project providing knowledge about health related fitness.

"Well, I saw it as teaching pupils about fitness and the aspects of fitness."

(p1, Interview transcript 10.3.87)

It was only after close contact with the project during her secondment that Martin began to see the broader implications of teaching style:

"...now <on secondment> I see it as a much broader thing."

(p2, Interview transcript 10.3.87)

Due to her close contact with the project Martin believes that, in fact, what has occurred in Redborough cannot claim to be anything to do with being a true part of the Inner Network:

"I mean Redborough's a bit pe culiar. As far as Redborough's concerned, they haven't gone through all the primary stages that the other Inner Network groups have done. I mean Redborough isn't really an Inner Network authority - I don't think. A lot of schools that are so-called 'involved' haven't gone through that process of evaluating what they've been doing and deciding that they want to do something about it."

(p2, Interview transcript 10.3.87)

This is not on account of the fact that Redborough did not understand that this was a part of the process at the beginning, as Martin recalls the contents of the initial invitation sent out to schools informing them of the project clearly stated.

"Initially it was a commitment to hold meetings within the department, discussing various issues."

(p1, Interview transcript 10.3.87)

Martin believes that these ideas were lost during the strike action,

"I think it was probably the action <strike> that was the problem, I think John was fully aware of what we should be doing but he couldn't do it...Redborough schools were not taking part in any extra curricular."

(p4, Interview transcript 10.3.87)

In order to get things off the ground in Redborough, it seems that John asked Martin to make personal contact with the interested schools, and indeed, some not so interested schools where it was felt due to specific fitness equipment being close to hand, something should be going on in the curriculum. At this stage the booklets were available, so Martin recalls that she visited schools giving out resources, and in spite of her trying to encourage teachers to carry out evaluation and research (such as the activity pattern questionnaire), she got little response. Talking about the activity survey she says,

"I doubt it. I suggested it. One school was making plans to do it, but when I spoke to her 6 weeks later, she said she was planning to do it the next week!"
(p3, Interview transcript 10.3.87)

Of the resource booklets, Martin thinks these too may have been paid little attention,

"Whether they've used them <booklets> or not is another matter. I doubt whether, although they've all been distributed <they've been in schools for weeks> - I wonder how much they've been used. In a lot of cases, they don't know how to use them."
(p5, Interview transcript 10.3.87)

(Indeed, as far as the project records are concerned, only 2 evaluations were ever received from Redborough, and these were from the same individual teacher.)

Martin believes she can summarise the Redborough experience by stating that there existed no sense of belonging; in a similar way to how John was disturbed by a lack of contact and a formalised contract.

"I've been around <visited> and I've explained to them about the project, but I don't think they feel any sense of belonging to it."
(p6, Interview transcript 10.3.87)

"In a lot of cases they're totally unaware of the fact that they are a part of a project - some of them don't even realise the project exists!"
(p4, Interview transcript)

Martin believes people who have shown some interest is because,

"...it's something new. And it's an incentive to do something different because they're fed up with what they've been doing for however many number of years."
(p6, Interview transcript 10.3.87)

Interestingly enough John sees things differently! He states,

"...although it's taken us a longer time than other authorities, what we have got now are people who will actually do it. I think we've now got a group of people who are actually committed to it, and will actually produce the goods."
(p7, Interview transcript 12.3.87)

As far as John is concerned, the 'goods' are resource materials written by Redborough teachers; one concludes that whilst he sees the importance of process, in the first instance content is the important factor. He says,

"We should not have been able to get away with what we've been able to get away with. You ought to have had material back from us by now."
(p9, Interview transcript 12.3.87)

Pinkborough

Looking at the experience of Pinkborough's Inner Network group, despite the fact that they joined in a few months after the other education authorities, at first glance it seems that they followed through the

communicated aims and objectives. Schools were invited to attend a meeting in March '86, during which David outlined his interpretation of the tasks of the Inner Network (see Minutes of the Meeting 17.3.86) and the expectations upon the teachers participating.

Twelve schools initially were involved in the Inner Network, although looking at the attendance levels at meetings one witnesses a steady decline: indeed only 9 attended the inaugural meeting, 6 attended the second meeting, and only 3 schools were represented at the final meeting. My personal observations at two of the meetings witnessed a great deal of enthusiasm over talking about issues but saw very little evidence of 'tried and tested' curriculum initiatives; certainly a few schools were trying out practical ideas, but generally speaking, outside of the teachers' centre very little experimentation with the curriculum seemed to be occurring. None of the original deadlines the teachers set themselves in their time scale were met, nor did many schools bring along curriculum innovations to share. I wrote the following notes during the final Inner Network meeting:

"Although the schools had been asked to bring notes on evaluation of materials, only one woman brought any notes. The others talked in vague, general terms about the booklets only, giving a general opinion that they were considered 'useful'. I don't think even they have been critically appraised with a great deal of time or effort."
(Dowling meeting notes, 9.3.87)

David's own views appear to fit in with my analysis - he says,

"...I think, within 4 schools, I think we've achieved a great deal."
(p5, Interview transcript 9.3.87)

It seems that the strike action did not take its toll in Pinkborough and David was able to hold central meetings without protest or resentment

from the participating teachers. As far as the impact of the project is concerned, David throws doubt on whether or not it has been a major force in the development work of the LEA:

"...the 3 schools that have done a lot of work, developed a lot of work on their own initiative. The project has supported, given them a fresh impetus, and provided resource materials, and was useful in that sense."

(p4, Interview transcript 9.3.87)

Indeed, he believes that the innovative teachers would have carried on developing ideas whether or not the project had existed,

"...Certainly there was a lot of enthusiasm and interest on the part of a number of schools...I think it's acted as a catalyst. It certainly acted as a spur."

(p7,8)

Of course problems were encountered, illustrated by the following comments from David,

"...I'm certain - well, I'm not convinced that they've developed a health focused curriculum in the way that I'd like to think they could have done."

(p5, Interview transcript 9.3.87)

"...I think it's <a problem> time...there are a number of issues there, too. It's a focus to be shared and enthused into the department. It's no good one - for example at x school you've got 8 in the department - it's no use 1, 2, or 3 people doing it and not the others. It's got to be a philosophy and rationale throughout the department."

(p5, Interview transcript 9.3.87)

"...I certainly think the women do more than the men do - the men are more concerned with activity...but it's a bone of contention with the men who say that the girls never do any really active work - they're always talking at them; which is a paradox."

(p5, Interview transcript 9.3.87)

"It's difficult - there are so many changes developing in our LEA now, getting into TVEI etc..."

(p8, Interview transcript 9.3.87)

"I don't think they've twigged the full implications...I still think we've a long way away from a teacher being sufficiently skilful to do teaching styles and to use them when they're appropriate."
(p8, Interview transcript 9.3.87)

In other words, the Pinkborough teachers too were more concerned about content instead of process: to this end the project resources, intended as guidelines and a stimulus, became the main focus of the Inner Network. David categorically declared,

"...most teachers are extremely pleased to get materials."
(p7, Interview transcript 9.3.87)

Again, a personal observation at one of their meetings was a teacher's comment on possible different approaches towards teaching, "good teachers do it, anyway"; this epitomised the overwhelming sense in the group of 'we know it all! we're there!'. The latter seemed to be borne out by the group's reluctance to continue meeting after the end of the project's first phase.

An important feature which David believes undermined the scope of the entire Inner Network was that of a lack of interaction with fellow Inner Network groups:

"I would have liked...more shared involvement with what the other authorities are doing...I think it's important, I really do. I don't see that you can have an 'inner network' if that inner network doesn't at least have some sort of shared thinking and philosophy. You tend to be, it tends to be, disparate people doing their own sort of thing in their own authority."
(p6, Interview transcript 9.3.87)

As a consequence of the lack of broader discussion, and in particular, more direct feed-in by the project, the Pinkborough teachers were satisfied

to pursue the content path to health and fitness - a few schools introducing an 'understanding approach' in some aspects - and the Inner Network functioned at a level of sharing a few unit ideas and providing a conscience to encourage participants to develop a minimum of thinking.

Greenshire

In looking at the life of the project in Greenshire, one has a number of sources to draw upon: interview data with Mark; personal meeting notes with the teachers involved in the Inner network group; and in addition, completed questionnaires by the teachers on their existing curriculum in PE (the latter was sent to all Inner Network groups, but most certainly was not used by all of them.)

The Greenshire Inner Network consisted of 8 schools in total, who were invited to form the group by the 5 advisers on the basis of their current records of good practice, particularly in the field of health-related fitness. Mark tells us,

"...by the time we were formally invited, we'd had our 3 day course where we'd had 35-40 schools. So from talking to the teachers from those schools we <advisers> selected 8 who were already involved <in health-related fitness>. So they weren't starting cool."
(p2, Interview transcript 9.4.87)

"...in 7 out of the 8 we knew there was good practice."
(p2, Interview transcript 9.4.87)

Similar to the experience of other LEAs, Greenshire did not escape the influence of the teachers' industrial action, and the progress of the Inner Network was severely hampered:

"Formal meetings, only one, I think. The reason for this is we're very militant in this part of the world, and we had the strike action and teachers just didn't get involved."
(p2,3 Interview transcript 9.4.87)

However, Mark is convinced that this did not prevent the teachers from carrying on the work on an individual basis, facilitated by him circulating all relevant material as it was received from the project, together with personal contact between a member of the advisory staff and the various school departments. In addition, each school was given £200 of financial support from the LEA with which to buy hardware equipment. He says,

"Having said that, we as advisers have been going into the 7 schools to try and keep a check of what was happening."
(p3, Interview transcript 9.4.87)

"...the teachers in the schools, they were involved in the project all the time, though. So every time you sent me information, I passed it on to the schools. As I say, individual advisers would go in and talk about it, so the work was going on in schools apart from one, where really I think they fooled me."
(p3, Interview transcript 9.4.87)

Moreover, it seems that Mark regarded the first year of the project as being inappropriate for the Greenshire group, because he believes that the teachers had already gone through an evaluation process at their inservice course, and hence they were simply awaiting concrete curriculum ideas:

"Because of the background of the schools involved, they'd gone through that stage <evaluation>. They were all convinced that it <health-related fitness> was worthwhile. They were doing it. So they'd convinced each other, their colleagues, and the hierarchy of the school."

(p3, Interview transcript 9.4.87)

"Really, we could have done without the first year. You know, we didn't need it. Because the first year was really concerned with innovation and change wasn't it."

(p4, Interview transcript 9.4.87)

This perception leads onto the significant perception of what the Inner Network's role was in Mark's eyes: namely to evaluate the resource materials. He states,

"...my reading of the situation was that the project would produce the documents, we would try to use them, and then assess them."

(p4, Interview transcript 9.4.87)

Mark's emphasis on the importance of content is witnessed in the following words,

"I think there was a large gap of about 12-14 months before the first documents started appearing. But since the booklets started appearing I think they've been very good, stacks of very useful information. The last part of the project, since the booklets have been arriving in schools, I think that's been very good."

(p3, Interview transcript 9.4.87)

Mark did not see the Inner Network's role as incorporating any writing of ideas to feed back into the project, in spite of the fact that Greenshire schools were writing their own documents. In response to a question asking whether he thought the Inner Network was to produce materials, his response was, "Oh no! No!" (p4). Yet, according to him,

"...because we've been working in the area a lot of the schools have produced their own schemes of work."

(p4, Interview transcript 9.4.87)

Personally, having had contact with the teachers and having discussed their work, together with the insight which the questionnaire data offers,

it seems that most of this work centres on health-related fitness units of work - such as fitness testing, circuit training and weights work. One is left with an overriding impression that the group has interpreted a health focus as being an alternative 6 week block of work, instead of games. Furthermore, looking into the Greenshire experience more closely, one discovers that a considerable amount of the work going on is based on a booklet which the LEA commissioned Arm and Bid, together with Square, to write; this demands the question, therefore, of whether in fact the Inner Network group has really been through that all-important evaluation phase at all.

Certainly the LEA has demonstrated considerable support to the development of health and fitness: they sent 3 teachers to Mars college for a whole term, in order to train them to carry out inservice work across the county,

"This term we have 3 teacher fellows studying at Mars on health based PE. And we intend using them for doing school based inservice in the future. And in our GRIST budget for next year, we've budgeted for supply cover for those teacher fellows."
(p8, Interview transcript 9.4.87)

In conclusion, in Mark's eyes,

"...we tried to change the philosophy and approach of our secondary teachers. That <health-related fitness> tied in very nicely, because this was a new alternative which would not so much fill the gap <left by less games> but if we're going to take some of the games away then this was something that teachers could concentrate on."
(p1, Interview transcript 9.4.87)

Yellowshire

Like Greenshire, the Yellowshire Inner Network members completed the questionnaire sent to them about their current practice. Thus, the 'reality' of the project in Yellowshire will be drawn from these, from interview data with the adviser, Luke, as well as my personal observations as project officer at one of their meetings.

As far as this group is concerned, they were invited to join the group via personal invitation from Luke, after discussions with her co-adviser for physical education. It seems that the schools were chosen because it was felt that there were signs of curriculum development going on already, and also that on the whole the school's department was working together. Luke states,

"...we did try to identify <schools>, and did also ask that departments should work together."
(p2, Interview transcript 9.12.86)

"...they were all interested. They had all - 4 were currently doing something, 2 we thought the ethos within the school was such that a cross curricular would take off, 1 it was felt to be a 'good' department (but I don't think it is!)"
(p3, Interview transcript 9.12.86)

It seems that Luke strove hard to get the project, and particularly Yellowshire's involvement in the project, well recognised within the county:

"...I made it <the project> a big thing here in that I asked for supply cover for these meetings, it had to be budgeted. I circulated the heads and asked for their cooperation on releasing their staff, and kept sending them copies of the newsletter and everything."
(p2, Interview transcript 9.12.86)

In spite of the industrial action by teachers which did affect the LEA, Luke was able to hold one meeting a term with the Inner Network members. Of course they came up against problems, not least to start off with was the fatigue of teachers when they met up after a day's work at school - hence Luke saw the need to secure cover arrangements for school time meetings. Also she felt that the lack of a clear working structure for the Inner Network caused all sorts of anxieties.

"We've had one meeting per term since the project began. They were good in coming because the first session they gave up their own time, and that was during 'action', so I was probably putting unfair pressure on them."

(p3, Interview transcript 9.12.86)

"...they were just flaked out after school, and therefore, I went and we got supply cover for whatever meetings we want to have."

(p3, Interview transcript 9.12.86)

"...it was the second meeting that I thought was such a disaster and I realised they'd got to have more structure"

(p3, Interview transcript 9.12.86)

"...it was at that stage, you see, I wasn't able to tell them very much! Which was a difficulty. And that's where I got 'general' about health-based PE and probably was challenging them too much on what they presently did, without being able to offer them the structure of the project, in a way."

(p2,3 Interview transcript 9.12.86)

Certainly Luke perceived a real need to examine current practice and to look into the whole issue surrounding pupils' attitudes towards the PE programme and activity, but:

"...I found that very difficult to handle in this county...there isn't a particularly fertile ground within the county, we're slow."

(p3 Interview transcript 9.12.86)

In other words, Yellowshire teachers were not used to meeting in small group situations to formulate their own curriculum development, and thus Luke felt that they needed a great deal of support, which she did not find forthcoming from the project.

"It would have been good for the group ...to have had a visit right at the beginning...that would have been a definite advantage because you see we were a little bit in the dark and so it's difficult for you <the adviser> to actually put over to them what you think will be happening within the project."
(p4,5 Interview transcript 9.12.86)

Indeed, Luke believes it would have been of value to meet up with all the other Inner Network groups, so that right from the word 'go' people would have felt involved, and that the group could have contributed to the planning of the Inner Network:

"I think it is a pity that we didn't officially know each other concerned in the Inner Network because it would have been...I think we could have met at some time, and got support that way"
(p1 Interview transcript 9.12.86)

"You put a time span on for us, which was useful, and the commitment...Perhaps though, the group could have talked about it as a whole <the entire Inner Network> and say, 'well, that's on and that isn't?'"
(p8,9 Interview transcript 9.12.86)

Making the best out of the situation in which they found themselves in, Luke headed up the Yellowshire group, and tried to lead the teachers into looking at attitudes, practice and so on. In many ways she believes the task for everyone would have been made far easier if the project had made available at least some resources early on:

"...I think they needed the resources much earlier. I don't think they got something that they could get hold of."
(p6, Interview transcript 9.12.86)

"...I think the key to the whole thing is the attitudes, although I know I've accentuated resources and content, because that's where

some people need to go first of all 'to hang their coats on'. But it's the whole attitude thing that's going to take years."
(p7, Interview transcript 9.12.86)

Luke believes that small changes have occurred in the thinking of the Inner Network, but she questions how far these changes are being carried out in practice,

"..we haven't got much passed that stage about saying this is what we do and these are the age groups. Now that's interesting, but I'm not sure whether it rubs off to make 'me' go and do something."
(p5, Interview transcript 9.12.86)

"...I think in their heart of hearts they realise, but when they get back into school it's very easy to get back into the original way."
(p4 Interview transcript 9.12.86)

From studying the returned questionnaires about practice in schools, any health related type activity seems to centre a lot on fourth and fifth year option programmes, cross country running and circuit training - once again, it is content being emphasised as opposed to looking at teaching style. Luke thinks that the arrival of resource materials may provide a sound basis on which to develop thought about the broader implications,

"Now that they've actually got to implement something and report back, they'll begin to get a true value. They'll be doing it with their pupils"
(p5 Interview transcript 9.12.86)

However, Luke believes the project could have gone a step further to maximise the input from the resources by offering the Inner Network groups inservice training on how to use them to their full potential. Yet, she will continue to run a support group in the LEA in order to encourage the teachers to take more curriculum development on board; to this end the LEA is sending a teacher on secondment to the College of Sisters to train

someone to offer school based support to experimenting teachers in the future.

iii) The teachers' perceptions of the 'reality of the Inner Network'

Turning now to the teachers' views of their role within the Inner Network, once again the insight is drawn from the experiences of the Fawnsire group: one might recall that the group held its meetings at Westside University, often with both the Project Director and the Project Officer being present - out of all of the Inner Network groups this one had the closest liaison. The perceptions of the way in which the group functioned are provided from personal interviews with those teachers willing to verbalise their feelings, together with quotations recorded during group discussions and notes made by the Project Officer.

First of all it is useful to note that the group met on 7 different occasions. At the beginning, in November 1985, representatives from 10 local schools were present, however, this number fluctuated considerably over the next eighteen months, the lowest figure being 3 attendants, and with the final gathering numbering 5 schools. As has been stated previously, the group was formed on a totally voluntary basis via an invitation to teachers attending an inservice course in the authority;

other teachers were welcome to join, but in retrospect the communication channels advertising the group were probably extremely weak.

As one might anticipate, there were a variety of feelings towards the membership of the Fawnshire Inner Network: viewpoints very much dependent upon the individual's starting point, as well as their original expectations. It seems fair to say that the majority of the group were satisfied with the project resource materials once they eventually were received - perhaps some of them envisaged the resources as constituting the project - but as for their opinions on the working of the group per se, there appears to have been a very mixed reception to its achievements. Whilst it is possible to generalise and categorise some of the teachers' perceptions of the Inner Network, in many ways each individual teacher's views need to be seen within their own context; thus in spite of some apparent overlap, each of the teacher's comments are taken in turn and examined below.

Teacher A

It is useful to look at Teacher A's interpretation of her experience in the Inner Network within four issues: her views on the composition of the actual working group; her account of the experiences of the group; her interpretation of her expectations of the group and how she perceived the fellow members' expectations; and finally, how the group affected her teaching situation.

As far as the group itself is concerned, it seems that Teacher A felt the group was not large enough to function very successfully, nor were those people who did attend very interested in contributing to the potential success of the group. She comments,

"I think may be there's a lack of numbers"
(p3, Interview transcript 19.11.86)

"It's awful to keep saying this - the people actually involved didn't seem too concerned about getting to know people."
(p3, Interview transcript 19.11.86)

"I think we go round in circles because we're all working as individuals and they all can only see it in terms of themselves."
(p1, Interview transcript 19.11.86)

Indeed, the notion of a lot of individuals working in isolation and the subsequent impact that this had on the Inner Network group in Fawnshire is continued in this statement,

"...over the year I felt that as a group we've not worked together very well. There's still a lot of isolated individuals who aren't going places because they tend to think of their school. So that these people are so concerned with their school and not willing to go forward, and to forget about what is happening now and just may be look at something they want to arrive at, and work towards that."
(p2 Interview transcript 19.11.86)

Teacher A's own opinion on the matter is,

"...You've got to shake off any old ideas and then work towards this aim of health focused PE, and then find out what this means in terms of going back to the school."
(p2 Interview transcript 19.11.86)

Teacher A believes that the group failed because there was never any input simply at the level of socialising the group:

"I think probably it might have been useful to take a few meetings to socialise the group where we were asked to do group dynamics

work and participatory things where we just broke down a few of the barriers between 'I'm sitting here from x school', 'I'm sitting here from y school'."

(p3 Interview transcript 19.11.86)

On top of the perceived problems of communication within the group, Teacher A does not think these problems were helped in any way by the time of the session; in other words she felt that after school meetings were derogatory to the Inner Network.

"I think it might have helped if the meetings had been organised in the day time and staff released. I think that you're working against people who are having to drive a long way after a long day. And I think they haven't got the energy to think about the thing."

(p2 Interview transcript 19.11.86)

Strangely enough, this very issue was discussed at the September meeting, 1986, but Teacher A could not recall this. Drawing upon the Project Officer's meeting notes, she recalls that the majority were not interested, although a few members entertained the idea for a while, and the county adviser was prepared to fund the supply cover.

Returning to the timing of the meetings, a further point against them in Teacher A's opinion was the fact that they were,

"...too far apart and not very demanding, I think, of the people who attended the meeting."

(p6 Interview transcript 19.11.86)

She feels that the project should have stipulated that there should have been at least two staff from each school to attend the sessions, too, because she felt that she benefitted greatly from having her colleague, Teacher B, at some of the meetings.

"I think it might have been better to try to involve 2 or 3 members from each school. Because to get initiatives moving in schools, I think it needs a lot of backing...I think me and Teacher B have a better situation in the Inner Network because there's two of us, so we can go back and support each other."
(p6,7 Interview transcript 19.11.86)

In terms of Teacher A's expectations of the Fawnshire Inner Network group, she thought that the group should be operating at a philosophical level but did not think that this was achieved:

"...any curriculum development, I think, should be looked at, not in terms of the teacher themselves, but more philosophically for where it's going. And, I don't think this is being achieved within the meetings."
(p2 Interview transcript 19.11.86)

She believes the other members have attended the meetings to merely take things away:

"...they want the answers quickly and I don't think they're that interested in sharing, actually. I think it's just a matter of taking things away."
(p2 Interview transcript 19.11.86)

In spite of the philosophy being important to Teacher A, however, she too stresses the importance of the project's resources:

"I feel whatever the project's got to offer is probably a lot better than I could do on my own."
(p4)

"It's been frustrating <waiting for the resources>..."
(p4 Interview transcript 19.11.86)

Indeed, this frustration was worsened by a lack of inservice to accompany the arrival of the resource materials, which Teacher A believes would have facilitated far better utilisation and evaluation of the ideas contained within them. On talking about her experience in the teaching situation

and the way in which being a part of the Inner Network may have affected her teaching style, Teacher A laughed and stated,

"I taught very traditionally, which upset me...I tried every now and then to give pupils responsibility and to talk to them about what they're doing and why?...but I don't think my style was radically different!"

(p8 Interview transcript 19.11.86)

Teacher A's way of dealing with this paradox was to make the following comment,

"But what was I worrying about? And, if they're enjoying PE that is what health is all about - getting them to enjoy exercise. So in that respect I was successful."

(p8,9 Interview transcript 19.11.86)

She also made the comment,

"And, I felt that I was working against junior school teaching, that I was working with children who already had an idea of what PE was all about and a lot of it was playing a game..."

(p8 Interview transcript 19.11.86)

Interestingly, the Project Officer cannot recall these feelings of despair being aired at the Inner Network meetings - perhaps hardly surprising, given the poor level of communication within the group.

Finally, Teacher A makes a strong comment about the influence of the industrial action on the project, in her view it was,

"...the biggest thing against the whole project..."

(p7 Interview transcript 19.11.86)

Teacher B

Drawing upon the Project Officer's meeting notes, one can observe that Teacher B attended only three sessions, yet, he was willing to be interviewed and share his views on the Inner Network.

Due to his long years of service in the LEA, Teacher B provides an insight into why he believes the Inner Network was not very successful. He cites a lack of history within the authority for support groups of any kind, and he points to the personal laissez-faire style of the PE adviser, as being major factors affecting the experience of the project.

"With no sort of county structure...there's been no springboard for that - there hasn't been a recognised forum for an exchange of thought.."

(p6 Interview transcript 17.3.87)

"...because B. <adviser> was always ring me if you want me...he could be unseen for up to 2 years and teachers are notorious for not ringing up, because often they don't know they're in trouble, or that they're not getting the best out of themselves or their kids."

(p5 Interview transcript 17.3.87)

Teacher B continues his interpretation of the failure of the Inner Network, in his eyes, as also having its roots in the previous history of any inservice work in the LEA provided by Smith at Westside University; it seems that when Smith originally arrived in the area he made himself extremely unpopular, and Teacher B believes that old fears die hard:

"One of the difficulties is (and I'm old enough to remember when Smith first came into this county), and the first meeting he had at Westside as research assistant - he made more enemies in the first year, than he'll make for the rest of his life. And unfortunately he was written off by a large number of PE teachers...those people ...were not used to set ups where you get tutors who annihilate you...And that took a long time to recover from - if we've recovered from it."

(p4,5 Interview transcript 17.3.87)

More specifically, Teacher B makes the following observations about the Fawnshire Inner Network group, namely that in his view the individuals who attended wanted everything 'handed to them on a plate'. He says,

"They would have liked a nice package of things to bring in and say, you do those and you do those...or this is health-based PE and you can jam it in between your netball and your hockey, or rugby and football."

(p5 Interview transcript 17.3.87)

Similar to Teacher A, Teacher B believes that the Inner Network was not given much encouragement to gel as a group,

"..you've got to give people time...you need a week to get together and just talk through, and talk, and talk, and talk."

(p6 Interview transcript 17.3.87)

Teacher B believes that the group did not really identify its role,

"...And you've brought together a group who are there for all sorts of reasons. I mean, I don't know why they're there!"

(p6 Interview transcript 17.3.87)

He believes that the idea of the group being self-directive was never taken on board; on a personal level he found this disappointing, because he thinks in spite of the painful process one has "...a much longer lasting effect"(p5). He says of the Inner Network,

"In some ways it falls down a bit, it's like when our head came here - people wanted her to make decisions...drive the ship...I got the feeling in many ways that that group <Inner Network> wanted to be told what to do."

(p5 Interview transcript 17.3.87)

As a result of this view on the group it seems that Teacher B was content for his colleague to attend the sessions and he continued his previously started curriculum development with his department in isolation.

Teacher C

Teacher C's viewpoints on the Fawnshire Inner Network centred on the problems of attending the meetings and acting upon them, the limitations of such a group, and his perception that the Inner Network was mainly about the piloting of resources.

As far as the group itself is concerned, Teacher C has mixed feelings about how much it had to offer:

"I suppose I have mixed feelings there. There have been certain times when I went and I didn't feel we, I got as much out of the actual discussions, as I thought I would."
(p2 Interview transcript 2.4.87)

"It probably helped you more...I think we were tending to work as individuals, who occasionally came together and it wasn't actually a group working together."
(p3 Interview transcript 2.4.87)

"I think as a starting point it's been worthwhile. I've got to know what other schools are doing."
(p5 Interview transcript 2.4.87)

"...it's easy to become blinkered and to sit back and think right things are going well, I must be doing things right - when there are a lot of new ideas coming in!"
(p7 Interview transcript 2.4.87)

In fact Teacher C witnessed a gradual decline in his enthusiasm, as he did in other people, as time went on during the two year period,

"I think towards the end, there was an initial spurt when people were enthusiastic, and then with the distance of travelling, it was difficult at times. I mean I've missed a couple of them, because it did become difficult at times...it did seem to peter out slightly."
(p3 Interview transcript 2.4.87)

In addition to finding time to attend meetings, Teacher C also finds it hard to find time in school to develop upon ideas raised at the Inner Network; time is always scarce, new pressures in the school curriculum have been appearing at a great rate, and the industrial action did not offer a conducive working environment (it appears that colleagues were not very happy that he attended the Inner Network meetings at all and were quite unpleasant).

"You never seem to be in school long enough or have time to sit down and look at ideas, and plan a course."
(p4 Interview transcript 2.4.87)

"It's impossible to concentrate on everything and we can't do it all. Soccer's my strength and we can hold our own at soccer with anyone in the county."
(p3 Interview transcript 2.4.87)

"We've been on so many courses recently - GCSE etc - things seem very confusing."
(p4 Interview transcript 2.4.87)

In many ways, though, Teacher C was not too concerned with the failure of the group's functioning, for example with the poor rate of returns on the activity survey, as he saw the resources as making up for that: indeed, he seems to have seen the resource materials as a main focus of the project,

"Me. personally, I wanted things like the booklet to have a look through for ideas."
(p2 Interview transcript 2.4.87)

"I think we tended to go off to our schools and work on materials. I had quite an extensive one <experiments> and I thought the ideas were very good."

(p3 Interview transcript 2.4.87)

As for the future, Teacher C will be looking to develop ideas from the resources, and will look to experts and research papers for guidance,

"..some input from people who are more qualified than me, for new ideas and so on. For example, Arm - to get some of the new research that somehow never seems to filter down to schools."

(p4 Interview transcript 2.4.87)

Teacher D

Although Teacher D attended the majority of sessions, her opinions on the working of the Inner Network were the least. She certainly felt that the group did not function as a group, but on the whole she enjoyed listening to other people sharing what they were doing in schools.

"It's been difficult to work as a group because there have always been different people there."

(p2 Interview transcript 19.3.87)

Her main criticism of the group was the fact that it was not set specific tasks,

"The Inner Network has been a bit 'waffly' - we haven't been given specific tasks by specific times - you need to do that."

(p2 Interview transcript 19.3.87)

"I enjoyed hearing what people are doing, but I'm not sure what difference it actually makes on things in schools. People need to do more concrete things, rather than just talk."

(p3 Interview transcript 19.3.87)

Teacher D was not very happy about the resource materials, either, because as far as the booklet she was interested in was concerned, the gymnastics booklet, that never materialised, and as for the others, she felt they appeared too late on the scene,

"The resources have come out too late - rather bad timing."
(p2 Interview transcript 19.3.87)

It seems Teacher D was eager to discuss issues - her attendance at the Inner Network meetings was high - and in many ways she appeared content with the opportunity to meet up with colleagues for an exchange of opinions, with the experimentation of health-related work in physical education being second in nature.

d) Summary

The insight into the way individuals perceived their involvement in the Health and Physical Education project reveals many issues: a constant theme running throughout this chapter is the multiplicity of interpretations of the project and the various degrees to which people participated in the initiative. The following chapter will try to develop these themes and to analyse them in the context of the project.

CHAPTER SIX

UNRAVELLING THE REALITY - AN ATTEMPT TO UNDERSTAND THE COURSE OF EVENTS

Parlett and Hamilton (1972) write,

"His <the researcher> task is to unravel it; isolate its significant features; delineate cycle of cause and effect; and comprehend relationships between beliefs and practices; and between patterns and the responses of individuals."

Through the preliminary processes of grounded theory, a number of hypotheses begin to emerge which go part of the way in describing the experience of the participants in the Health and Physical Education Project. This chapter will explore the following themes in more detail, in an attempt to further understand the prevailing issues within the life of the two year project:

- a) a lack of structure
- b) strategic ambiguousness
- c) vested interests
- d) scape goats

A) A lack of structure - A recipe for chaos and confusion?

"I also felt it was important that we didn't have a clearly worked out direction for the project."
(Smith, Interview p4, 19.1.87)

"I would have liked a little more of a structured approach...we were a little bit in the dark."
(Luke, Interview p2,4, 9.12.86)

"...That contract (ie tasks; expectations) was never clear...the schools haven't felt intensely involved."
(John, Interview p8, 12.3.87)

"The Inner Network has been a bit 'waffly' - we haven't been given specific tasks by specific times - you need that."
(Teacher D, Interview p2, 19.3.87)

Clearly there were widespread feelings of discontent about a lack of structure and direction within the Health and Physical Education Project; as it is illustrated above, even the Director voiced such a sentiment. On account of the way the theme of structure pervades all other areas of the project, this first section will explore the theme in considerable detail, drawing together the many different aspects of the project's organisation and trying to unravel the reasons behind the prevailing confusion.

1) A lack of a clear rationale and working structure from the Director

The appointment of Smith to Director of the Health and Physical Education Project has been documented elsewhere (see Chapter four). The main factors supporting the Director's appointment are as follows: he was a member of the PETG's Curriculum Committee and thus one of the original thinkers in the project; he purported to having previous experience of project work, namely with the HCP in the 1970s, and small scale PE initiatives; he was based at the prestigious centre of excellence for PE, Westside University; he was the HB Liaison Officer, Jones's, first choice for the position. In spite of these reasons, however, it should be reiterated that Smith did not write the submission document for the project; it was Jones who outlined the proposed development structure. Jones states this was due to:

"...Smith sent in a rather 'scrappy' proposal which wasn't very satisfactory at all - it was one of his 'dashed out on the word processor series of headings' jobs!...I think I made a very serious mistake, because I should have gone back to Smith and say 'you've got to be more meticulous'...I should have made him do it, but I chose not to..."

(p11, interview 22.1.87)

In other words, Jones seems to have regretted having written the proposal on Smith's behalf; yet, he did not seem to wish to elaborate on this in an interview situation. Gleaning information from other sources, though, it appears there is little written evidence of Smith's previous project experience; thus, in retrospect was Jones embarrassed about his naive decision concerning Jones's appointment?

Nevertheless, if one places to one side the issue of the authorship of the original project proposal, there remains the matter of subsequent project documentation, in the form of a philosophy and rationale for its growth and operational structure. The Director did not produce any such documents: indeed from the following comment it seems the Director did not perceive a need for such statements until the Project Officer indicated a place for them,

"You <Project Officer> kept asking for more documentation, more clarity and where are we going? I think that had a major impact on me."

(Interview, p19 19.1.87)

The Director infers he prefers to work within an 'emerging framework' and is content to "work with less concrete things" (Interview, p12, 19.1.87). In a sense, he uses this as a justification for not having committed his thoughts to paper:

"I also felt it was important that we didn't have a clearly worked out direction for the project...the whole thing would be emergent" (Interview, p4, 19.1.87)

Yet, in looking at two articles which the Director did produce on the project - a paper presented to the CONI Conference in Rome 1986, and a chapter in David and Williams (1987) - together with further interview data and personal communications, the notion of an 'emergent project' appears to be contradicted. The following points illustrate that from the Director's perspective there were a number of confusing and conflicting foundations on which the project was based; it seems Smith was not clear about what he wanted to achieve or how he was going to obtain his objectives. There are four main areas of discrepancy: namely, whether the project was about action research and general curriculum development or about developing a health focus in PE; whether it was concerned with the promotion of 'feeling good' via exercise and acquiring positive self-image from exercise or whether it was about disease prevention; was the project based on the models and writings of curriculum development as expressed by Stenhouse (in the HCP), Elliott (on the FTP), and Elliott (on the TIQL); was the role of resources in the project a vital or non important aspect of the project?

Looking at these issues in more detail, and in particular if one first of all looks at the notion of what was the project really about, according to Smith, it appears he does not fully know himself. On the one hand he talks about the project being concerned with innovation, "I was looking at innovation" (p2, 19.1.87), and "I wanted to document the process of change" (p8, 19.1.87), and on the other hand he makes statements such as, "I wanted

to develop a health focus. Innovation was second." (p9, 19.1.87). Moving onto the notion of positive health versus negative ill health, Smith again demonstrates a contradiction: in the 1987 paper (in David and Williams eds.) Smith refers to the need for "involvement in students in their own learning, and a context where individual contributions from students are valued" as "requirements ..in health education", and in many personal communications to teachers Smith used the phrase, 'fostering positive attitudes towards exercise'. Yet, in the Rome paper (1986) he refers to the evidence from "medicine and health sciences" and the way in which exercise can contribute to the prevention of ill health.

The third area of contention is that of to what degree did Smith base the project on the FTP and TIQL project, and the works of Lawrence Stenhouse: he states, "the idea's very clear it comes from there (FTP and TIQL)" (p15,19.1.87) and in the 1987 paper (in David and Williams) he writes, "this procedure is modelled on Stenhouse (1970)". This is the extent of Smith's reference to their works: certainly he uses some of their vocabulary and terminology in interviews and talks to teachers, such as 'experimental schools', 'inner network and outer network', 'emergent framework', but he never attempted to provide the project's participants with a more detailed interpretation of these works. Indeed, it seems that the members of the Inner Network never really understood that they were involved in 'action research'. Smith also cites examples of his own studies into the world of the teacher which led him to believe in the 'action research' model, but it is difficult to find references in the literature which refer to this research basis. In fact it appears in the course of the project's life, the structure of the Inner Network never

resembled the notion borrowed from TIQL, and furthermore, one can trace inconsistencies in Smith's thoughts towards the notion of teachers engaging in research and reflection. For instance, in the FTP and TIQL the teachers themselves decided upon the direction of the project having established their weaknesses via research in the classroom; in the case of the Health and Physical Education Project, right from the beginning Smith knew he wanted change because in his view "they were heavily biased towards games and competitive activity." (p13, 19.1.87) and as far as the teachers exploring possible roads for development is concerned, he states, "I think teachers want far more concrete things" (p3, 19.1.87) In addition, the FTP and TIQL projects had formal structures for the sharing of information between participating teachers, and conferences for those involved in the action research were common features of the project; clearly from remarks made by a number of Inner Network leaders there was no such information forum in the Health and Physical Education Project, as one Inner Network leader states, "I would have liked ...more shared involvement with what the other authorities are doing" (David, p6, 9.3.87)

Finally, another major changing feature was that of how much importance Smith placed on resource materials in the project: to start with they simply were to provide extra stimulus to teachers' ideas after reflection on their practice: in the paper in David and Williams (1987) he writes, "the need for reflection and an examination of current practices was seen as an important first step in the project", and in an interview he says, "by the time they'd done that <reflection> they'd actually be ready for resources" (p3, 19.1.87). Later on, however, in the same interview Smith states, "I think most innovations would now argue that possibly we should

use resources as a 'way in' to get teachers to think...so the written resources were a 'way in' to encourage teachers to think." (p24, 19.1.87)

Thus there is confusion as to the need, the timing and the use of resources for teachers in the project.

These examples highlight the apparent disorganised nature of the Director's thinking: he admits himself that

"I don't think even I saw the total package!"
(Interview p16, 19.1.87)

In the subsequent sections of this chapter the Director's perspective will be further examined in the light of this rather unusual confusion - from an outsider's perspective - concerning the project's lack of a clearly defined rationale and a clear working structure, and the way in which this central issue affected the other participants in the initiative.

ii) A lack of an overall time structure

The first point to make when addressing the issue of time scales within the project is the major fact that the original proposal which was drawn up outlining the project's intentions was for a four year life span; as one no doubt recalls, though, the proposal which was accepted by the HB was for a two year duration. A fundamental point here is the fact that in terms of what the project would carry out, very few adaptations were made to accommodate this major reduction in time; the changes which were made tended to concentrate on the financial considerations to the budget. On

asking Smith about this seeming oversight, he states, "There is another one <proposal>, where things were reduced. Things were reduced." (p18, 19.1.87). However, on being told that there was not another document with significant changes, Smith says, "Well, Jones will have one." (p19, 19.1.87). This raises two questions in one's mind: firstly, why should Jones have a document and not the Director, and secondly, does Smith's lack of concern over the matter reveal that he does not see a time scale as an important feature of the project?

In interview, Smith tells us that the original time scale was, "The first year was simply to look into research...just produce a record of what was going on. That's all we were to do in the first year. Nothing else. Then in the second year start to pilot ideas." (p19, 19.1.87) This time scale did alter, though, because Smith believes that because "...<we were> grounded in reality I think we evolved a different thing...You <Project Officer> kept asking for more documentation, more clarity and where are we going?" (p19, 19.1.87) Of course the irony in this statement is the fact that he never did produce that documentation, and it seems that Smith was happy to leave things to rest with 'emerging with the grounded reality'.

In fact as the project records inform us, work on producing resource materials started in the second month of the project and not in the second year as the proposal states; and regional conferences were held in the first year, too, although they were planned originally for the second year. There is no documentation to explain this shift in emphasis. The only documents which do exist were drawn up by the Project Officer - a document for the Steering Committee and one for the members of the Inner

Network (see Project papers) - both of which were based on conversations with the Director. Indeed, they were written in November 1985 shortly after the Project Officer had joined the initiative from a teaching job, obviously with no prior project experience or understanding of curriculum development. The former was to meet the demands of the Steering Committee, and the latter was written because the Project Officer pressed the Director for some guidelines on the Inner Network, knowing full well that if she was in the school environment she would wish to know exactly where she stood in terms of the project. In other words neither document was perceived to be vital by the Director.

It has to be said that in the end both time scales were so unrealistic, or were without any inbuilt monitoring, that in effect they became a paper and pen exercise and arbitrary in nature.

111) A lack of accountability to the funding agency

In spite of the HB and the PETG being named in the project's title, it was only the former which provided funding for the initiative with the PETG simply offering the project its name, as the professional body of teachers of physical education. The official channels for overseeing the project, therefore, were via the Steering Committee acting in the HB's interests and the project's liaison officer from the HB. Indeed it seems that the HB was aware that this procedure has its limitations, but on account of housing projects in universities, as Jones informs us, "coming under university administration makes it difficult for us to get at what they're doing."

(p14, 22.1.87) The only form of control comes by the way of awarding grants in annual quarterly sums, and if projects do not adhere to the grant holders' rules the money can be withheld. On the other hand, one gets the impression from Jones that the quango does not ask too many questions anyway, he states, "...because the project has had a fair amount of publicity, most people at HB who know about the project have a positive view about it." (p8, 22.1.87)

In looking at Jones's role in the overseeing of the project, as it already has been stated, he was very much in awe of Smith the Director; a view expressed by personal communications with Jones. This view is reinforced by a number of examples of Jones's dissatisfaction about the way things were progressing on the project: dissatisfaction which was never documented or articulated to Smith, rather it was relayed to others close to the project such as the Project Officer or Hat at the PETG.

For example, in interview Jones clearly shows dismay at the dominant role which resources came to play in the project (Interview 22.1.87, p7). He does try to justify their position by saying, "I think it's about a project needing to show its done something. Something concrete that people can hold up and say, 'Look! We did this!'" (p3, 22.1.87) Yet, he too makes the comment,

"I still have worries about the resources because we haven't started to look at the teaching strategies bit, and that is absolutely fundamental. Because all the information on fitness is useless unless teachers change their way of working."
(p7, 22.1.87)

"And all the things we've written have said how much we're going to focus on the methods of health education, non-didactic teaching etc.. But we haven't touched that at all. That worries me."

(p7,8 22.1.87)

Another issue which Jones raises in interview also points to the fact that things were not all as they might have been, when he admits that it is difficult for him to raise these issues with the Director on account of his part time status, "...when someone's only working one day a week, you can't really complain if they don't do much." (p8, 22.1.87) However, he adds to this remark, "it's difficult - not that Smith hasn't done much - not all of it may have been productive, but he's done a lot." (p8, 22.1.87) Does one assume from this comment that as far as one can be seen to be 'doing lots' everything is satisfactory?

A further incident which cannot be overlooked in assessing Jones's impact on the project structure is his attitude towards the production of a second proposal for an extension period. From the beginning it had been assumed that the project would try to acquire additional funding for another phase. Again one cannot find any written documentation of Jones's views, but drawing upon the Project Officer's diary there are a number of references to this issue. Namely, in December 1986 Jones told Dowling that he was most concerned that Smith had not submitted a proposal and that it was urgent to encourage Smith to do so. In the event, nothing major happened about this until May 1987 when Jones was visiting Westside about the Pond's project; at this time during a meeting where Dowling expressed dismay to the Director about the lack of a realistic new proposal, it was recorded that Jones contributed nothing whatsoever to the conversation. On questioning Jones about the incident the very same day, he admitted that things had to get moving, but he could not affect the

course of events: he said, "I need to keep a conflict free environment."
(Project Officer's Diary, week four, May 1987)

Finally another major problem which was overlooked by Jones was the interference of the PETG's General Secretary, Hat, in the affairs of the project which will be discussed in more detail below. One has to ask the question why did Jones assume such a back seat role in a project which he admits has a fair share of problems? On trying to answer this question, one point which comes to mind is the fact that Jones was trying to obtain a job with Hat at the PETG during some of this time (Personal communication; Project Officer's Diary Week 3, 1986); certainly that partly explains why he did not wish to upset Hat about his interference, but also it raises the fact that if Jones was looking for another job, would this indicate a dissatisfaction and lack of commitment to the current job? In fact, during his time as liaison officer for the project Jones unsuccessfully applied for a number of advisory posts for physical education, and in fact he eventually left the HB in December 1987. Naturally this infers that he was eager to develop his career path, and certainly the pursuit of new employment can be a very time-consuming and draining occupation. Coupled to this, on numerous occasions, Jones confided to many different people that he was experiencing family problems which must have been stressful.

Certainly there were many occasions when Jones would turn up to a meeting late, and people would comment on the fact that he looked exhausted and he would play a low key role in events. Of course one cannot forget that his job did not merely consist of overseeing the Health and Physical Education

Project, and Jones spent a great deal of time travelling the length of the country to visit other projects under his care; a tiring experience in itself, with the added burden of trying to be 'au fait' with such a variety of projects. Perhaps his liaison brief was just too large for anyone to handle?

Ironically, the party which did attempt to intervene and guide the path of the project was the PETG, the body which was meant to be a sleeping partner! In fact, through the intervention of the General Secretary, Hat, the PETG indirectly affected the project quite considerably; something which is acknowledged by Smith, Jones, Professor Coat, some of the Inner Network leaders and the Project Officer. It could be argued that a great deal of time and effort was needlessly directed towards this body, which in turn, led to major project issues being hidden beneath petty political intrigue.

It appears that the interest of the PETG in the control of project affairs originated from the fact that two PETG committees first articulated the idea of a curriculum initiative in health and fitness (see Chapter three). It seems that Hat was trying to forge links with the HB at this time, both in an attempt to secure research monies and also to become associated with what he perceived to be as a useful symbiotic contact. Unfortunately for him the HB did not envisage such a close relationship with the PETG: as it already has been stated elsewhere, the HB had a specific policy arrangement not to grant aid to other associations (see Chapter three). It would be true to say, however, that whilst they would not base a project with another association, the HB did foresee a certain 'mileage' in terms of

the PETG offering its support in name to the Health and Physical Education Project, as it was the main representative body for the PE profession. Jones states, "the project needs the PETG to be associated with it" (p8, 22.1.87) and he continues, "as far as I'm concerned the role of the PETG is to lend additional support to the project." (p9, 22.1.87).

Drawing upon various interviews, though, there is an indication that Hat was loathe to give up a 'claim' on the project, and indeed, he began 'to make waves' early on, even before the project was officially launched. Smith informs us, "...he saw it <project> coming through the Fitness and Health Advisory Group and he passing out the money to different people to different things." (p5, 28.11.86) and he admits, "Hat had been pushing very hard for it <project> to be based physically at the PETG." (p5, 28.11.86) Jones declares, "Hat wanted the PETG to control the project and administer it from their HQ." (p2, 22.1.87), and moreover, "he <Hat> took me to one side and, you know, sort of warned me about Smith. Said that it would be much better if the PETG controlled it." (p4, 22.1.87) As far as the latter is concerned, though, Jones does not seem to think this was too out of the ordinary or suspicious, merely subscribing the behaviour to disappointment about not receiving the grant, "...the fact that the original proposal came from the PETG." (p4, 22.1.87). Smith's response to the early interference was, "I didn't see it as a threat. I was on the executive of the PETG." (p6, 28.11.86).

In a later interview, Smith implies that as Hat's interference continued, "...the political side has been a major factor, especially the PETG." (p17, 19.1.87). In order to illustrate the type of nuisance which Hat caused,

some of the main issues will be discussed below: although many of them may appear trivial in nature, the amount of digression, energy and attention they consumed was far from being trivial. A number of the issues were on-going matters: such as, the production of the project newsletter (an agreement made at the first Steering Committee meeting, May 1985); letter headings on project stationery; consultation on all publications. In the case of the newsletter, Hat continually pressurised Smith for editorial control, and in addition to this, he charged the project for the printing costs, despite the fact that this was the only so-called financial support offered by the PETG to the project (Hat's justification for this was that he had agreed only to support production costs). The amount he charged the project was excessive, and often Smith questioned whether the project would be better off to produce and print the newsletter independently; this alternative was never pursued. It has to be said, though, that the Project Officer won the right to edit the contributions to the newsletter, but this task often was hampered by Hat holding back copy which was sent to the PETG offices instead of Westside. A further nuisance which he caused was the fact that proof pages seldom were sent to the Project Officer in time for proof reading or layout control; indeed, Hat maintained, to a greater degree, control over the layout, and hence, retained considerable editorial powers in terms of where to place emphasis on specific articles. The latter was never resolved. A final point on the newsletter was an on-going battle with the HB, mainly between Hat and Jones, about the printing of "the project is jointly funded by the PETG and the HB" onto a large number of editions; Hat had no qualms about turning a blind eye to polite requests to alter this 'typo', and it seems the HB never took a hard line to put a stop to the practice.

Hat's skill in extracting the maximum for his organisation can be further illustrated by his behaviour over stationery: on numerous occasions at meetings or over the telephone he would raise the matter of printing the PETG's logo on the project's stationery and publications. In this instance, he did not win the battle, but the unnecessary hassle he caused over the petty issue cannot be ignored within the overall picture of his interference.

As far as being consulted on project publications is concerned, another tale emerges: he did receive copy of the Case Study booklet produced by the project, and similarly, he affected the publication course of a booklet on 'fitness monitoring'. In the case of the latter, he successfully lobbied Jones to prevent the booklet being produced in booklet form - although at one stage he had hoped to sell the booklet for considerable profit to be split between the project and the PETG - and eventually the material became just another edition of the newsletter.

The money-making side to Hat's interference blossomed large at a one day course held at Westside in June 1986: as it already has been indicated, the project was not due to run conferences until the second year, yet he persuaded Smith it would be of great benefit to run one earlier. In fact, Hat used the argument that the PETG would administer the day, and therefore, the only concern for Smith would be the delivery on the day. In reality, the day's organisation took up a great deal of the Director's time, and at the end of the day, argueably its greatest asset was the profit to PETG funds. In turn, Smith wasted more time on trying to gain a

fair share of the cake for the project's research fund; alas, a big time investment to no positive end.

Another major influence which the PETG, through Hat, exercised on the course of the project was the way in which Smith and Jones agreed for the establishment of a 'sort of Steering Committee sub-group'. Basically speaking, from the beginning of the project's life until November 1986 (in other words for over a year) this group met to discuss the 'way forward' for the project. The Project Officer perceived difficulties within this arrangement fairly early on, in her diary in November 1985 she wrote, "I can see operational difficulties" (week 2, November 1985) referring to one of the first such gatherings. Hat really tried to dominate these sessions, and somehow Smith and Jones did not show much resistance for a long while, until Hat's impertinence became paramount; yet, even then, at the end of the day it was the Project Officer's growing dismay which prompted her to discuss the issue with Coat, and it eventually was Coat who terminated the meetings (see Project Officer's Diary, week two, November 1986). As Coat so rightly pointed out, Hat had all the access he needed to the project via his place on the Steering Committee, and if he wished to raise certain issues about the development of the project, the Committee Meetings was the correct forum in which to do so.

A final incident which is worth mentioning, is the way in which Hat tried to steer the Pond's project away from the Health and Physical Education Project. It is true to say (as will be discussed below) that the Pond's initiative may not have been the most appropriate development to get mixed up in at that particular time for the project; however, if this was the

case or not, certainly it should not have meant that Hat could conspire behind Smith's back in order to win the 'Turnaround' for the benefit of the PETG. Yet, such conspiracy came to light at a meeting (October 1986) of the PETG's Health and Fitness Advisory Group, of which the Project Officer was a member.

The most interesting factor out of all of the above is the notion of both Smith's and Jones's lack of action concerning Hat. Clearly from what has been revealed about Jones above, the fact that for a while he was hoping to work alongside Hat for the PETG, may go some way towards his low key reaction; Smith's response is somewhat more complex in nature. Yes, Smith informs us that as he was a member of the PETG's Executive Committee and therefore had little grounds for suspicion of Hat's motives, but having said this, in fact Smith resigned from this Committee in early 1986 on account of poor minute keeping and general dissatisfaction with the way Hat was running things. To a certain degree Smith did resent Hat's many deviant games: he wasted much time and energy communicating his anger to the Project Officer and research students; in the instances when money was involved he attempted to retrieve project losses. On the whole, however, given his authority as Director of the Health and Physical Education Project it is strange that he enabled Hat to continue to disrupt the project's development.

Why did Smith allow this: was he in awe of Hat; did he value the PETG ticket highly in terms of national recognition for the project; did he see the national outreach of the PETG as contributing to his academic status; did Smith believe he could handle Hat without undermining the work of the

project; did he feel concerned about the fact that the project originally had emerged from two PETG committees and not just himself? Obviously it is difficult to cite one specific reason, and the picture is very much a series of interlinked factors. As the remainder of this chapter draws together the many experiences of those involved in the project, hopefully this picture will become clearer; as indeed, the explanation for the seeming lack of accountability is examined in the wider context.

(As a footnote, it is interesting to note that Hat was suspended from his duties at the PETG in February 1987).

iv) A lack of structure between the project and the Inner Network

In the same way as there being no official documentation of the project's rationale or philosophical base, the Director did not perceive a need to document the role of the Inner Network for its members; once again, the only written items were produced by the Project Officer and therefore, they tended to be second hand interpretations of the Director's ideas rather than concepts based on experience of sound research findings. In fact, when the formation of the Inner Network was left to an ad hoc process: in asking Inner Network leaders about their recollections of how they became involved in the project they answered using phrases such as, "really purely by chance", "a throw away remark" (David, p2, 9.3.87); "on the 'phone" (John, p5, 12.3.87); "probably because he knows J. <PE adviser>" (Mark, p3, 9.3.87). It seems a strong basis for the LEA choices was due to personal networks, as David states, "he <Smith> wanted people who would be prepared to go along with him" (p3, 9.3.87), and John declares, "it was an old boys'

network" (p7, 12.3.87). Is this a sound basis on which to establish such a structure?

In challenging Smith about the apparent lack of any official contact with the LEA leaders in the Inner Network, he claims that it was not left to chance or carried out in a haphazard fashion; indeed, he lists the 'numerous' occasions when he discussed the matter with the various leaders - the majority of occasions dating back to 1984. Smith states, "Well, you can't say it was casual contact, because I'd had a lot of contacts" (p9, 19.1.87), and yet, at the same time he admits, "it wasn't formalised." (p10, 19.1.87).

Whatever the use of terminology, what clearly remains to be seen is a situation of resulting chaos in terms of the multiple perceptions of what the Inner Network was meant to be about. Any notion of it being tied into the work of the FTP and TIQL projects is difficult to trace: how could the Inner Network leaders know about this framework of operation if it was never communicated to them? One leader, John, states how useful a 'contract' between the project and the Inner Network groups would have been, "there ought to have been a contract...Now the contract was never clear, and that's been a problem" (p8, 12.3.87). He claims that a lack of knowledge about the operational plan meant, "I was waiting, and waiting, and waiting for something to happen" (p2, 12.3.87). This sentiment is backed up with comments like, "we were a little bit in the dark (Luke, p4, 9.12.86), and "I would have liked a little bit more of a structured approach and being kept...in contact...say with other Inner Network members

(Luke, p2, 9.12.86). John also refers to feeling isolated from the other Inner Network groups,

"...I didn't know how many authorities were in the Inner Network - that would have been quite useful. Because if it were a lot, it would have been fairly understandable why it wasn't possible for the project team to get out more often."
(p6, Interview transcript 12.3.87)

One gains a strong impression that the lack of knowledge led to a great deal of frustration about the Inner Network, and in turn, these unfulfilled expectations may well have contributed towards hostile emotions about the project in general. In fact the only 'official' meeting held to discuss the possibilities of the project took place in October 1985, to which approximately 30 people were invited (see Chapter four); this was far removed from an opportunity for the proposed Inner Network leaders to voice their opinions, three out of six leaders were not even present at the gathering.

As a result of the lack of any formal structure in which to exchange views on the path of the project, there were multiple interpretations of what it should be about, the Inner Network leaders offer aims ranging from, "<improving> 'the physical'" and "we were looking for booklets" (Mark, p2, 9.4.87); "giving a lead...<offer> help sorting out what we do where" (Paul, p6, 18.11.86); "the resources was the message that came over" and "...Let's have them evaluated and feedback" (Luke, p1&2 9.12.86); and David's view of, "...this notion,... - of an Inner Network of authorities, that would look at the development of health/fitness programmes in schools. That we could pilot some work...it then, we could cascade this..." (p1, 9.3.87). Naturally it was this interpretation which affected the way the project developed at

a local level, and without any form of communication between the project and the Inner Network leaders, these impressions were translated into action in the various authorities to meet the needs of the particular adviser and LEA policy on physical education. The numerous interpretations of operational styles will be examined below.

v) A lack of structure between the Inner Network leaders and the participating teachers, and the teachers and the project

Once again, it is useful to reiterate the point that the only documents available to the Inner Network leaders and teachers were those ones drawn up by the inexperienced Project Officer (see Project papers), which included merely 'guidelines' for the structuring of development, a time line suggesting an order for the tasks to be followed, and a 'request' for the Inner Network leader to organise 4 central meetings for the LEA per year, and for each participating school to hold 6 departmental meetings on the project per annum. As it has been said, there was no official forum for these requests to be discussed, hence it seems only natural that leaders and teachers alike might interpret the tasks according to their capabilities and specific circumstances: in other words, that they should interpret the tasks to fit their personal needs, needs which cannot be detached from the educational environment of this time, a backcloth of industrial action and resistance towards taking on more tasks for little or no reward.

As a result, the way in which the six participating LEAs in the Inner Network carried out their 'tasks' was greatly varied, depending on the commitment of the group leader and the LEA policy at that time. This situation led to some LEAs carrying out some of the suggested tasks quite precisely, whilst others pursued their own development path, if they

pursued one at all. The teachers participating in the Inner Network solely were dependent upon receiving information via their leader, thus the only teachers who received the documents directly were the Fawnshire ones, the other teachers received what items their leader thought were appropriate.

The discrepancy in Inner Network procedures can be witnessed immediately by looking at the way in which each LEA chose the participating teachers. In fact, even the Project Officer's documents did not make a reference to a suggested number of schools for the composition of the LEA group, and the numbers varied from 7 schools to an open-ended number, many of the groups fluctuating in number throughout the life of the project. The way in which the groups were formed varied enormously, too, and often reflected the LEA's previous curriculum development policy: as far as Blueborough and Redborough were concerned, open invitations were sent to all schools inviting people to attend the meetings; in the case of Pinkborough, Greenshire and Yellowshire the advisers sent special invitations to specific schools, some were invited because it was hoped the project would encourage a 'lazy' department to do something different, and others were invited because they were known to produce 'the goods'; finally, in Fawnshire's experience, the invitation was extended to all members attending a series of inservice courses in Autumn 1985. One might expect that open invitations would interest only the genuinely interested parties, and one might predict that coerced individuals would not necessarily have a great input into the work, however, in the final analysis it is difficult to arrive at these sort of judgements.

In the mean time, there is evidence to throw light onto the extent to which project documentation, scarce though it was, actually reached the teachers in schools. It must be stated clearly that the project did not send sufficient copies of all the documents for everyone to the Inner Network leaders: there was an underlying expectation that the leader would photocopy and send each school a copy. With regard to the latter, Paul (for Blueborough) certainly indicated in an interview that she did not have the time or the financial resources to copy everything, and if individual schools wished to receive the project's newsletter, for example, they had to subscribe to it. At the other extreme, Mark (for Greenshire) admitted to photocopying not only sufficient copies of everything for the Inner Network teachers (8 schools), but he also distributed copies to all secondary schools in the LEA!

From the evidence available, it appears that there were only two official records to indicate that the teachers received the Inner Network guidelines: in the case of Pinkborough, this Inner Network group kept minutes of all their central meetings, and in the first such minutes, a record was made of the fact that,

"In order to satisfy the requirements of the project a commitment must be made to:-

- a) Involve the whole department
- b) To attend the meetings as scheduled above
- c) To complete the assignments as indicated*."

(Minutes of the Pinkborough Inner Network Meeting, 17.3.86)

(* the assignments were those outlined in the timeline document)

Blueborough Inner Network group, too, kept minutes of their meetings, however, the only reference they make about the project commitments was at a meeting in September 1986, when the seconded teacher, "J. Peter outlined

the role of the project and its relationship with Blueborough LEA." (p1, Minutes of the Blueborough Meeting, 15.8.86) Peter did not base this interpretation on the documents sent out by the Project Officer, rather it was an account based upon her own contact with the project whilst attending Westside to carry out work on her MPhil.; it is interesting to notice that she places an emphasis on clarifying "misconceptions" about the extent of outreach by the project, explaining the small composition of the project 'team', and she highlights the need for the teachers themselves to direct their own work, "The project is not prescriptive in its direction. It is up to teachers to explore and interpret philosophy." (p1, Minutes of the Blueborough Meeting, 15.3.87) It should be noted that this type of clarification was taking place a year after the Inner Network had been established by the project, and clearly there is an undercurrent that the teachers were dissatisfied with the amount of contact they had received from the project to date, and a feeling that they did not know what was meant to be happening. As the Project Officer had endeavoured to invite contact from all participating teachers on many of the documents sent out to them, via the Inner Network leaders, does one have to surmise that in the case of Blueborough teachers, they did not receive these guidelines? Admittedly the strike action did affect Blueborough, and Paul stated in interview that she was put into a difficult position by the project asking her to encourage teachers to develop new ideas,

"...once the project was established, things began to filter through from the project to us, and I shall never forget the day I received that stuff from you and it said what we would like you to do...And I remember saying...'I'm not in a position to do that'...I couldn't because of the action."

(p4, Interview transcript, 18.11.86)

Yet, Paul never informed the project that she had not sent the items to the participating schools, in order for them to decide whether or not to take part, and so because of the non-existent communication structure between the project and the teachers, the project was never aware that the Blueborough teachers were 'in the dark', so to speak. From the contact Peter eventually had with the teachers, it seems they carried on developing ideas on an individual basis during this period; thus, should the project have allowed Paul to act as such a "gate keeper" (House,1976)?

Moving on from the issue of whether or not teachers received personal copies of Inner Network documents, it is useful to briefly examine the way in which the Inner Network leaders decided to operate their group. For example, the number of central meetings held during the two year period varied from 1 to 7, and as it already has been indicated, some of these meetings were minuted and fairly formal, whereas others were far more casual and there are no records of what occurred during them. As for the content of meetings, this too varied from an attempt by Pinkborough, for instance, to follow the guidelines as set out by the Project Officer, to examples of where the LEA used the forum to run inservice courses for all PE teachers in the area, such as at Blueborough and Redborough. Due to the lack of any documentation about the tasks carried out by teachers, it is difficult to gauge the extent to which things were actually carried out, compared to simply discussing particular issues related to health and fitness, and the area of curriculum development in physical education: once again, there was a lack of any structure within the project for an exchange of ideas, problems, successes and so on. In such a haphazard working environment it does not appear to be unusual that the teachers

might take such a relaxed standpoint, and certainly from the personal contact which the Project Officer had with the various LEA groups (a decision which she made herself, partly concerned with this specific study), she witnessed a great deal of superficial discussion, with very little follow-up or deeper exploration of ideas. In meeting notes she writes, "<a teacher> made a heartfelt burst of emotion with regard to blocked promotional chances for older teachers who were not trained in health-related fitness at college" (Blueborough Inservice course, 3.11.86), "the atmosphere of the meeting was one of 'We've done it all; we're there! We have all the answers!'...The others talked in vague, general terms...although they had been asked to bring notes, only one woman had brought any" (Pinkborough Meeting, 9.3.87), "The group was very quiet...it seems only one teacher has crossed the boundary between teaching fitness per se and the implications for teaching strategies for the whole curriculum." (Yellowshire Meeting, 9.12.86). Where were the action research case studies for all the Inner Network teachers in the 6 authorities to share and utilise towards improving upon the 'art of the teacher'; where was the project's communication network to facilitate such a strategy; where was the Director's brief to the participating teachers and advisers; where was the forum for airing any possible shortcomings in the system and the opportunity to improve upon the structure? Without documentary evidence it is difficult to find an answer.

As for the teachers' communication amongst themselves, from the scant information available via the Project Officer's questionnaires about the type of departmental meetings held in individual schools, there is no evidence that any special meetings were held at all. If any discussion

did take place it seems that it was an integral part of department business, generally due to initiatives embarked upon prior to the project, as a part of general curriculum change. Yet again, this should not be a surprise to the outsider considering the lack of personal contact between the project and the teachers, and the unreliable communication network on which the few project instructions and guidelines were issued. Ironically, even within the Fawnshire group which had direct contact with the Director and the Project Officer the teachers were unclear of what they were meant to be doing, and they, like the other participating teachers showed little evidence of any 'real' case studies of change; as Teacher A informs us, after a year of meetings at the project's base,

"I couldn't give a clearcut answer and say this is aim 1, 2, and 3...I've just got this idea that people are producing materials for the Inner Network to pilot, but that's all I know."
(p2&3, Interview transcript, 19.11.86)

It seems the teachers translated the project into their own set of aims according to their needs: the impression that the project was concerned with providing new resource materials and the teachers' task was to evaluate them was a common interpretation - afterall, for most people this was how they viewed national projects, and if there was no documentation to indicate that this project was concerned with other issues, how were the teachers to think otherwise? Strangely enough, Smith did not think that this was a problem, he attributed it to part of the 'inevitable' process of an 'emergent' concept:

"..I believe that the development of ideas is an emergent concept and that your ideas only develop when you're in direct dialectic with it...And I think teachers want far more concrete things."
(p12, Interview 19.1.87)

The outsider might challenge Smith about the extent to which one needs to offer even greater 'support' to teachers who are being asked to work in an explorative role, and why, as he claims he understands that teachers do not like abstract methods, did he continue to work in this context?

Indeed, the Project Officer in interviews with Smith, and throughout her work on the project, posed these sorts of questions, but Smith dismissed them as though they were inevitable and not important. (Interview 19.1.87, p12/13 & p23/24)

vi) A lack of structure for the Outer Network

Smith tells us in interview that the notion of an Outer Network was derived from the work of previous curriculum projects concerned with action research methods,

"...it's very obvious - there's a file up there with TIQL and FTP papers ...the idea's very clear, it comes from there."
(p15, Interview, 19.1.87)

However, following the pattern demonstrated within the Health and Physical Education Project, the idea was never articulated to the participants of the project, nor for interested outsiders. In this instance the Project Officer never attempted to throw a shadow of light onto the situation, either. The only attempt by Smith to explain how he envisaged the Outer Network was going to operate was provided in an interview: he states,

"...the Outer Network was part of this process of dissemination...it also involved people with expertise to come and get involved...The Outer Network also meant we tried to get a political perspective on the project. Having everybody with us."
(p16, Interview 19.1.87)

In comparing this view with that of the former projects' interpretations, one can see little resemblance between the TIQL and FTP models with that of the Health and Physical Education Project. As one might remember, the former projects demanded a sound demonstration by prospective Outer Network members of a commitment to action research initiatives in their schools, and if this could be seen, then their part in the Outer Network assumed the role of sharing their case studies of research with the Inner Network members, and in return, they gained access to the research work of the Inner Network. These Outer Networks were concerned with the communication of research findings between teachers, in order to assist the improvement of action research; they did not appear in the least to be concerned with matters of gaining political support from fellow 'experts'.

Having made this point, though, even if Smith interpreted the role of an Outer Network differently to that of the FTP and TIQL projects and one accepts his definition of the network acting as a tool towards gaining political support for the work being carried out, one then has to ask where is the evidence of this type of structure being established? The Outer Network became nothing more than a two monthly newsletter, which attempted to share ideas about the way in which a health focus might be translated into the curriculum: in short, it mainly offered short term resource ideas for teachers to try out in the classroom, occasionally with the inclusion of an article which challenged teachers' philosophy on the teaching of physical education in broader terms. The content of the newsletters did not adhere to a preconceived strategy of pertinent issues to be raised, nor did it have a systematic programme for encouraging the

so-called 'experts' to be drawn into the political arena of debate; rather it was left in the hands of the Project Officer to supply the PETG with sufficient copy to fill 8 sides of printed A4 size sheets of paper, with seemingly little input or concern over the content being demonstrated from elsewhere. One might predict that the newsletter could have been used by the Director to voice his opinion about the way he saw the project work developing, instead one discovers that the only contribution to the series was a short description of an international conference which he attended. Hence the one formal communication channel which formed a part of the project was left to an ad hoc exercise of providing subscribers with some 'copy' on any vaguely health-related or fitness topics.

In fact, it would be an oversight if the matter of subscription to the newsletter was not discussed, because in many ways via discussions with the Director over the life of the project, it seems as though the generation of funds from the sale of subscriptions to the project was of paramount concern; despite the fact that the PETG were meant to produce the newsletters free of charge, Smith right from the beginning, intended to use them for income generation. The argument for the latter was coupled with the view that unless teachers paid for something in the fast-moving world of commercialism, they no longer valued the content. Certain Inner Network leaders actually mentioned in interviews that they felt teachers resented the cost (Luke, Paul and Mark), particularly where teachers who subscribed to the PETG Journal received a free copy anyway, which was never made clear at the beginning when they were encouraged to subscribe to the project independently; another incident which easily could have led to hostility towards the project, rather than enhance understanding. Yet,

the issue of these costs was never raised at the project's Steering Committee meetings, and in many ways the circulation of the newsletter was used as an instrument to congratulate the project on what it was achieving: it was something tangible with which people could identify. To illustrate this point, at every Steering Committee Meeting the newsletter was mentioned, usually in the context of its increasing circulation and how good this was in terms of the dissemination of the project (whatever 'the project' might be): indeed, the importance placed upon the circulation figures might be illustrated by the way in which the number increased from a modest 300 in the first year, plus the copies sent out via the PETG, to a reported 6000 copies by the second year (Steering Committee minutes, 1.5.86).

Putting the circulation figures to one side, nevertheless, the notion of an Outer Network as an important communication structure for the development of the Health and Physical Education Project has to be questioned: where is the evidence to support its importance?

vii) A lack of structure for the production of resource materials

Within the framework of 'action research', and indeed in the experience of the FTP and TIQL projects, as purported to have been adopted by Smith for the Health and Physical Education Project, the production of resource materials predominantly is an integral part of the research process: the researchers, in other words the teachers, produce resources to share with

colleagues as they try out and test their initiatives in the classroom. May be sometimes there are outside stimuli to generate experimentation, but on the whole the teachers are their own writers. Smith tells us that, "change is a consequence of reflection" (p4, 19.1.87), and that "...we need to get teachers working and developing ideas" (p3, 19.1.87). He informs us that resources can act as a "way in" (p24, 19.1.87), but generally he envisaged the project as encouraging the notion of "experimental schools" (p3, 19.1.87); he clearly indicates he did not want the project to simply be a "field testing" (p3, 19.1.87) exercise of pilot materials.

Drawing upon the Inner Network leaders' and teachers' views about resources, in some instances the idea of teachers producing their own materials seems to have been taken on board, at least at a rhetorical level: for example, Paul says, "I thought we were the sole inputers" (p7, 18.11.86) and David declares, "...we might be asking individual schools to produce some written materials." (p7, 9.3.87). (The fact that neither authority attempted to fulfil this role is discussed below.) Yet, on the other hand, a great number of the participants had no understanding of this concept of self-written resources, rather on the contrary they were expecting to receive ideas from an outside source: Teacher A says, "...people are producing materials for the Inner Network to pilot." (p3, 19.11.86), Teacher C "wanted things like booklets" (p2, 2.4.87), Luke says they thought the project's task was "to provide schools with resources" (p1, 9.12.86), and John talks of the project offering "teaching tips" (p1, 12.3.87).

Whatever 'message' the project participants were receiving about resources, however, looking at what transpired concerning their production, apparently Smith changed his mind about the role they were to play in the project from a very early stage. He states, "we moved into the first year <production> because of the requests for resources." (p19.19.1.87), and he admits, "we were supposed to be writing in the second year...as soon as they reduced us in time we had a real problem." (p18, 19.1.87). In fact, in reality, as soon as the project got off the ground in the Autumn of 1985 people were contacted by Smith or the Project Officer, at Smith's request, and they were invited to contribute to the production of some resource materials. There appeared to be no policy to oversee the formation of production groups, nor was there any rationale to support the particular choices in content areas; once again, Smith relied upon his 'old boys' network for personnel, and as far as content is concerned, he chose areas in which he was interested. There is no record whatsoever of any attempt to draw up a plan to assist the Inner Network teachers to produce their own ideas for trial in the classroom.

Noone ever questioned the production of resources as a contentious issue at Steering Committee meetings, although at one meeting Hat did try to ensure that additional 'experts' were not overlooked in terms of the formation of working parties; as Jones says about the production of materials, "It's also about a project needing to show that it's produced something." (p3, 22.1.87). In private, though, during an interview, Jones admitted that he had grave reservations about two main issues to do with the resources: firstly that they had no real commitment to the teaching strategies employed within health education which had been a central focus

of the project (p7, 22.1.87); and secondly, that some of the content areas were extremely hard to justify, such as the investment into the swimming booklet, when there is an unfortunate situation whereby the majority of secondary schools do not have access to a swimming pool (p7, 22.1.87). He also claims that in his view the booklets ended up with far too much text and not enough practical examples for the classroom (p6, 22.1.87).

Strangely Jones does not question at all the notion of teacher produced materials, rather he hides behind the problem of under funding and insufficient time for their production; he also points to the fact that residential writing forums might have been a more beneficial means of production, than the haphazard structure which ensued (p6, 22.1.87). One has to ask, though, why were these points not raised at meetings of the Steering Committee, or why were they not communicated to Smith?

The actual production of resources was placed in the hands of individuals or small groups of people who were left to plan, write and compile their ideas in a way which suited themselves; no forum existed for a debate about the philosophy underpinning the works, ideas were communicated only via informal means, such as telephone conversations. Some of the groups set themselves stringent deadlines and recorded all their discussions and progress reports, others just never produced any goods. As there was no contract or any form of financial reward for the writing it was impossible to place any pressure onto the individuals concerned to finish the ideas - given that their production became a central focus in the project, far removed from the original idea of action research case studies. Thus if one accepts that somehow the production of materials became vital to the development of the project, and one has to question where is the rationale

to support this major shift in emphasis, it seems that having accepted this, one then is faced with another barrage of unanswered questions about why there is a lack of a strategy for their production?

On account of the poor handling of the individuals concerned, who offered their help and support with goodwill, this state of affairs led to further alienation of professionals in the field towards the project: instead of sharing the work of the project within the profession, in order to facilitate the wide adoption of ideas, the mismanagement of these 'experts', in some cases, undermined the work of the project. For example, the Project Officer records in her diary irrate telephone messages from the leader of the dance working party (Project Officer's Diary Week One, November, 1986), and as far as the contribution from the Youth Group to the health-related fitness booklet was concerned, at one point the organisation threatened taking legal action against the HB! (December 1987).

Why did Smith shift the emphasis onto the production of resources, and when this shift occurred, why was the production of the ideas left to an ad hoc policy, relying on goodwill and the 'old boy' network? Below, some of these issues may become apparent.

viii) A lack of a dissemination strategy

Had the Health and Physical Education Project adhered to Smith's original proposal of basing its structure on that of the FTP and TIQL project

models, the dissemination, or rather the way in which the innovative concepts were taken on board by the teaching profession, would have been an integral part of the whole programme. The framework of an inner and an outer network embodies the process of disseminating the research findings of the classroom, the teachers document their own observations in case study format, which in turn are shared amongst other interested colleagues. The fact that the project strayed from the original intention, though, seems to be fairly indisputable; Smith claims this is the case. Thus what other mechanism did the Director perceive as contributing to the process of sharing the research findings and new teaching strategies?

If one turns to the project submission report to the HB (see Third proposal) one discovers that in this particular outline of the project's structure reference is made to "carrying out training workshops", "regional conferences...include conferences for headteachers" and "a training manual" (paragraph 4.3); indeed, talking about these points in an interview, Smith declared that, "I still had the cascade model of innovation in my mind...the training of trainers" (p21, 19.1.87). Yet, he continues, "...but, that <training of trainers> went" (p21, 19.1.87) on account of the ever-growing need to concentrate on the production of resource materials (p24, 19.1.87).

It seems that no formal decisions ever were made about where and when a dissemination strategy should be adopted or implemented; instead what transpired was an ad hoc, reactive response to requests, particularly from individual LEAs, in the form of running day inservice courses for PE teachers on a health focus in the curriculum. Indeed, a record of these

courses is recorded in the Steering Committee reports, and in one meeting (see notes 1.6 from Meeting on 10.2.87) Smith informed the committee about another project policy to accommodate outside interest in project work, namely, the plan to hold 'open days' in Westside when anyone who wished to do so, could visit the project and talk to the 'team'. In addition to the LEA based courses, there were the two one day 'conferences' which the PETG organised (mentioned above), and in 1987, as a part of the Westside Summer School the project ran a one week residential course. At this point it appears necessary to question some of the content of such courses, because the strategies for teaching physical education incorporating health education techniques had not been developed, and nor was the health-based content clearly outlined at this stage. Moreover, the popularity of the topic area led to more than 100 participants attending the Westside venue: far too large a number of people, given the manpower available.

Certainly one has to ask what aim did these courses hope to fulfil, especially given the fact that Smith admits that the majority of teachers were not ready to take on board the degree of change, he believed the 'new' work was demanding? Drawing upon the Project Officer's Diary notes, as it already has been indicated, part of the reason for the joint ventures with the PETG was to help a perceived politically problematic relationship. On the other hand, Smith refers to the immense pressure placed on the project to produce resources: indeed, Smith saw the newsletter as a means of fostering interest within the profession - thus it is realistic for the teachers to cry out for more help. The irony manifests itself in the paradoxical beliefs held by Smith, firstly the belief in the need for teachers to perform action research to arrive at their own rationale for

change "that teachers should come to recognise that change was necessary themselves" (Smith, p3, 19.1.87), and secondly the belief that "teachers need more concrete things" (Smith, p3, 19.1.87) such as resource booklets, or 'being told' a rationale; as far as the latter is concerned, in spite of meagre attempts to run courses based on inquiry-based learning techniques, on the whole, courses were didactic in nature. Afterall, if teachers required resources in order to spark off action research enquiry, and yet, the project's strategy for producing resources was not very efficient, what other option did Smith have to follow, given that he needed and desired grass roots teacher support?

Towards the end of the period, September 1985 - August 1987, Smith did explore other avenues for disseminating the project: for example, he pursued ideas about capitalising upon the newly launched Open College, via television networks, and he also planned for the Project Officer to carry out a thorough survey of LEA needs for the late 1980s, with the hope to using funds from the new INSET budgets; alas none of these ideas were officially documented.

ix) A lack of an evaluation strategy

In the embryonic stages of the project an integral evaluation strategy had been envisaged; indeed, it had been included in the submission proposal to the HB. As Jones informs us, "...we decided that evaluation was important and we wanted it. We decided it would be impractical to have more than one director (Smith or Butcher) or to split the project...it was a good

idea to ask him <Butcher> to be evaluator." (p2, Interview 22.1.87). In the actuality, Jones continues with, "...that actually went out of the window because the budget had to be cut and evaluation was one of the things that had to go." (p2, Interview, 22.1.87).

As a result, any evaluation which did occur purely was based on an informal gathering of opinion: none of the assessment was documented or assimilated in a report. The only document which deals with the issue was a short collection of ideas offered to the Steering Committee by Smith, in which the Director named the project's 'critical friends' (Steering Committee Meeting Minutes, 1.10.86).

It is difficult to predict what influence an integral evaluation policy might have had on the development of the project, for instance whether early feedback might have helped to dispel the confusion about the Inner Network's aims, because often evaluation reports are offered at the termination of an initiative. Yet, one cannot but ask why the matter was pushed to one side so easily; did the HB not have a duty to evaluate the impact of a £92,000 grant?

It is true to say that this thesis goes part of the way to unravelling the life of the Health and Physical Education Project, but it must be noted that the pursuit of this investigation was one of chance and based on individual interest; it was not part of an overall plan. In fact, this last point leads us into the final section of this analysis of the project structure.

x) The project: an act of chance or design?

Although it may seem somewhat unusual to pose a question about whether luck or chance played an influential role in an educational initiative in which nearly one hundred thousand pounds was invested, a few remarks made by two principal figures in the project cannot be overlooked.

To start with, the Director himself talks at length about the "fortuitious occasion" of Jones's arrival at the HB which in Smith's eyes, "was very important...because the HB wanted to give him something to do and with his background he was able to push internally." (p4, Interview 28.11.86). Smith continues to emphasize Jones's influence when he states, "if it hadn't been for Jones we wouldn't have got much money." (p4, 28.11.86).

In fact Jones, too, draws attention to his arrival at the HB and its importance for the project by saying, "if I hadn't been there <HB> it wouldn't have happened." (p3, Interview, 22.1.87); in this context he was referring to the way in which he lobbied Bureau Members for their support. However, it is useful perhaps at this stage to recollect upon an earlier comment already discussed with reference to Jones and his new position at the HB: that of him actually taking on the task of writing the project proposal, in order to improve upon Smith's "scrappy" (Jones, p11, 22.1.87) effort. If Jones had not been so new to the job, and Smith had been requested to rewrite the final project proposal, would the Director have committed more of the essential issues to paper, and hence, the perceived confusion resulting from the lack of many structures, might have been avoided?

xi) Summary

In the light of the preceding sections, obviously the notion of a lack of structure bore a wide influence upon the many different aspects of the project. It seems that neither the funding body or the Director of the project set clear aims and objectives to guide the emergence of the curriculum development initiative in health and physical education: in turn, this affected the main operational units of the project, as it has been described above. Paradoxically, a representative of the 'sleeping partner' in the venture, the PETG, appeared to be the only body attempting to proactively dominate the course of events.

A number of issues require consideration. Firstly, one has to consider whether the lack of clarity and feelings of confusion were acknowledged fully in the field situation: in other words, did the participants in the Health and Physical Education Project perceive that they were amidst chaos, or was it only within the realms of reflection that the notion of a lack of structure presented itself? Certainly the Project Officer documents feelings of confusion from the early stages of the project's life (Diary notes, Week 2, October 1985), and a few of the Inner Network leaders and writing group members voiced requests for greater clarity (John, p11, Interview 12.3.87); yet, on the whole, none of the other key figures involved began to recognise this state of affairs until late in the two year period. Moreover, even having acknowledged the problem within an interview situation or in an informal meeting, there is no documentary evidence to suggest that the situation demanded attention: there is nothing to indicate that measures were taken to redress the balance. Within the

context of the latter, one must ask why was this apparent state of confusion allowed to prevail: in the first place, why were the opinions of the Project Officer, the Inner Network leaders and the writing group members not voiced more strongly or listened to more carefully; and secondly, why was there such a lack of general concern for analysis of the operational strategy of the project?

The remainder of the chapter will look at three additional themes which emerged from the analysis of the data and which appear to dominate the participants' perspectives of being involved in the project. An examination of these themes may go part of the way in gaining a further understanding of the lack of structure within the Health and Physical Education Project.

B) Understanding the lack of a clearly defined rationale and the adoption of rhetoric: 'Strategic ambiguousness'?

Two common features of the numerous participants' perceptions of the Health and Physical Education Project are a shared zest for rhetoric and the acceptance of a lack of a clearly defined philosophy and rationale. In this section, the issue of why these traits were allowed to prevail unchecked will be examined from three perspectives: namely, from the Director's, the Inner Network Leaders', and the teachers'. Why did these people not demand a clear rationale on which to base their work? Why did they adopt 'jargon' so readily? Indeed, the question is asked of whether, in fact, the participants benefitted from retaining the chaos described above, and that in some way they made a conscious decision to maintain the confusion of ambiguous goals and policies. Was the 'rhetoric' a useful shield to hide behind: a 'lip service' to superficial change which would not upset the *status quo* or demand too much effort from the would-be innovators? As Waring (1979) writes, teachers "may, in short, have acquired little more than a new vocabulary" and they may "fail to evidence in any way, appropriate behaviour in the classroom." Did the project achieve little more than a group of individuals using a 'new vocabulary', and if so, and more importantly, why did this happen?

In taking a closer look at the possible motives for the Director's role in maintaining an ambiguous rationale and project structure, it is useful perhaps to recall words from MacDonald and Walker (1976),

"...the newly-funded project will be sensitive to its historical and contemporary context, will weigh up trends and possible futures. But it also has to act now, because it will be judged tomorrow.

The project director , like the editor of a newspaper, has to weigh up interest in the flood of passing events...The accent is on pragmatism, with some willingness to cut corners. For example, 'design' in curriculum research and development may be less rational and scientific than one would suppose, and more a matter of backing hunches. Projects, then, are both visions and versions of the present. They are situation-dependent."

In fact, was Smith's lack of committing the project to a theoretical framework, of writing down or printing any articles about the project's philosophy due to an attempt to keep all doors open, in terms of alternative horizons and possibly more lucrative outcomes? Certainly Smith has been known to talk of 'fortuity' in describing the project's existence, taking this a step further, therefore, can one conclude that he is a man who is always open to fortuitous moments?

Although this interpretation offers a convenient explanation for a lack of a clear rationale, it seems there are far too many other factors which need to be taken into consideration before reaching any conclusions. Moreover, the explanation offered by MacDonald and Walker (1976) implies a conscious strategy with a specified goal, the open-endedness of the project lies in the way it is achieved; as far as the Health and Physical Education Project is concerned, the evidence points to the open-endedness extending to the goals and aims of the initiative.

One thing which is clear is the way in which the Director employed the use of a wide range of rhetorical phrases and multiple interpretations for the project's structure and direction, documented in Chapter five. In contrast to the conscious decision to maximise the present situation for the good of the project, however, could it be that there is little

understanding of the meaning behind the rhetoric, and even of the models adopted for undertaking change. In the same way that Waring (1979) was quoted above to describe how teachers evidence little practice of the terminology they utilise, Smith appears to do the same. A clear example of this possible confusion or interchangeable rhetoric is demonstrated in his statement about the Inner and Outer Network models, which he claims are based on the work of the TIQL Project, because as it already has been shown, the Health and Physical Education networks resembled practically nothing of their so-called parent structures (see Chapter three). Another example might be drawn from Smith's statements about his original intentions to use the project as a way "to document the process of change" (Smith, Interview transcript p8, 19.1.87): where is there any evidence of an attempt to set up a research project into documenting the process of innovation? A further example can be seen in the way he claims to have understood the world of the teacher and their need for resource materials "as a way in", and yet, initially he set up a project with the intention of engaging teachers in action research methods, arming them with no materials and barely any guidelines to assist them with examining their own practice.

Smith justifies some of his actions on previous research he had carried out on the way in which PE teachers tackle change and on his reading of the research literature on change:

"all the work I'd done on innovation" (p9, Interview 19.1.87)

"built on previous work that I'd done" (p4, Interview 19.1.87)

"based on my experience of reading innovation literature" (p4, Interview 19.1.87)

Also, Smith cites the experiences of his involvement in the HCP as being a major influence on his thinking and certainly he borrows a good number of phrases from the HCP, such as 'experimental schools'. Yet, to date there is little published documentation of Smith's interpretation of these issues. Another source which Smith draws our attention towards and which may have contributed to his rich innovation vocabulary, was that of two doctoral students working at Westside University prior to the project:

"..I was influenced once more in thinking about theory; working with X, the fact that he was coming to talk about what his research was, and the stuff from Y."
(p1, 19.1.87)

Rather than adopting an ambiguous strategy for the project in order to maximise upon current situations, do we conclude that the Director based his strategy on far more complex reasons?

Casting one's mind back to the previous section it may be recalled that Jones offered an explanation for placing the project under the directorship of Smith: Jones's great respect for Smith's work with teachers on inservice courses, and the reputation of Westside University as a centre for excellence in physical education. As one might recall also, Jones was new in post and possibly naive as to the successful attributes for project directorship; the skills for running an inservice course compared to the skills demanded by a national project are somewhat different.

Of course, the question still remains of why, and how, did Smith pursue this path? Naturally the answer is far from clearcut, and in the sections

below other insights and explanations for the course of events will be offered, but in this particular section the following hypothesis is put forward as a means of understanding the reality of the Health and Physical Education Project; Smith believed in his own rhetoric, and once upon the road of national project prominence, he continued lighting the fuel of belief. After convincing certain parties of his worthiness to lead such an initiative, and one must remember that generally speaking, it seems Smith only ever did this through the verbal medium, in a sense the process had to continue: the apparent continued lack of committing thoughts to paper extended the perhaps shallow extent of understanding and conscious planning for the development, the ever changing nature of emphasis was conveniently hidden behind the veil of 'the emergent concept', and the lack of accountability within the entire project structure enabled the project to continue with little interference in the turn of events. Indeed, during interviews about the project for this study, Smith evaded questions which directly sought answers about the lack of a clearly defined structure and rationale for the project; seemingly he saw no shortcomings in these aspects of the project.

Moving on from the Director's motives for adopting strategic ambiguousness, can one try to discover why the Inner Network leaders were prepared to allow the uncertainty of development and their role within the project to continue unquestioned. Once again, it seems clear that a 'problem' existed and that they did feel a sense of not fully understanding their part in the initiative: in interviews all of the leaders expressed some discontent about either the lack of contact with the project, a lack of clear tasks to pursue, and a lack of understanding the project structure

as a whole. Yet, only one leader, John from Redborough, ever committed his doubts on paper to the Director, and this was nearly half way through the project's life. It is true to say that others made informal comments about the state of development in their authority, and indeed, both Blueborough and Redborough eventually appointed seconded teachers to try to 'catch up' with some perceived level of achievement (although the motives for these secondments has to be examined within a broader context), but on the whole, everybody 'kept quiet' about any apprehensions they may have been feeling towards the development of events. Is there any reasonable explanation for this silence?

One explanation may be that the advisers were 'taken in' by the rhetoric described above: although they tend to have a wide understanding of many aspects of their subject and development procedures, there are bound to be some gaps in the knowledge: did they feel in a position to challenge someone who, by the very nature of his position, is seen as an 'authority' in the area of interest? Certainly some advisers admitted a sense of poor knowledge in the specific area of health and fitness; did this hide up a deeper sense of poor understanding of the process of change? On the other hand, given that communication of the change process was so poor perhaps the leaders did not even see a case for questioning: in their eyes was the project simply a source of new classroom materials? Although some advisers talked about 'action research' methods and the need for addressing 'teaching styles' were they, too, victims of rhetoric, because where is the evidence to back up such approaches? In fact, is the explanation for the lack of questioning the project's rationale far more

simple than this, and did the leaders pursue a path of 'compliance' because it suited their personal needs?

There is evidence in the analysis of the reality of the project that Inner Network leaders interpreted the project's structure and aims to suit their own local needs: for example, Mark and Paul openly admit using the resources for the benefit of all in the LEA, rather than using them as tools for reflective practice on the state of the PE programme, and both Redborough and Blueborough used the project as a platform in order to gain LEA financial support for teacher development. David in Pinkborough admits to using the project as an excuse to try to inject curriculum work in the LEA after the problems of the teachers' strike action, and in a sense, it could be argued that B. <adviser> used the project as a way of enabling development work in Fawnsire to go on without great financial commitment from the LEA. Basically, most of the leaders admit, in some form, that they used the project to suit their own ends - hardly a surprising factor in today's economic climate - and this type of project adoption has been well documented in the literature and is far from uncommon. House (1974) states that the product of innovation is never accepted as a whole, rather that it is adopted to suit local need; a sentiment that is echoed in Shipman's writings on the work of the Keele Integrated Studies Project (1974), "...the project was defined, therefore, as a means to an end that the advisers saw as their long term responsibility". (p48) Shipman talks about the advisers strong sense of life after the project, and of the need to maintain the *status quo*. Paul reinforces this belief when she talks about the central priorities for Blueborough LEA, where PE is low on the list and other initiatives such as

TVEI and pupil assessment occupy her mind. Hence, one needs to ask did the Inner Network leaders make a conscious decision to employ a strategy of ambiguousness, because it was in their best interests to do so? Is this one of the reasons why the lack of clarity in the project was allowed to go unchecked?

What role did the teachers play in the strategy of ambiguousness, if they played one at all? Looking at the evidence they offered with regard to their reality of the project, it does seem that they experienced similar feelings of conflicting messages and unclear goals. Although some of the teachers took on board the terminology, like "development thing" and "developing positive attitudes", the large majority of references are to "resource materials". Out of all of the groups, the Fawnshire Inner Network members were the people who came into direct contact with the project on a regular basis: they were the individuals to receive most of the rhetoric about change and a health focus in PE - yet, why was their lack of understanding never articulated in the regular forum for discussion? They too became well voiced in a 'new vocabulary'; indeed, did they become so well voiced that they convinced the Project Director and the Project Officer that they were undertaking initiatives, and they convinced themselves of pursuing change?

Of course, the teachers, like the advisers, may have felt even less in a position to take on board the Director's proposals unchallenged; again, why should they doubt the methods of a national project leader? A seeming lack of confidence perhaps is illustrated in the following teacher's comment, "I feel whatever the project's got to offer is probably a lot

better than I could do on my own." (Teacher A, Interview p4, 19.11.86)

Perhaps they, too, were self-conscious about showing their own weaknesses in PE and curriculum development in front of their colleagues, and were prepared to accept project statements without questioning? Clearly the evidence indicates that the project failed to create an environment of trust and sharing within the Inner Network group; even if this sentiment was expressed only in the interview situation with the Project Officer.

However, it has to be said that the project staff were aware of the failings of the Fawnshire group and numerous attempts were made by the Project Officer to try to stimulate progress, but often these were met by uncooperative participants: for example, B. <adviser> agreed to secure INSET funding for Inner Network meetings which meant cover could have been provided for school time meetings, but the teachers rejected the offer. The group were encouraged to set themselves tasks in which most of them were interested in the outcome - noone ever produced any evidence of even attempting to carry out the task, such as developing a unit of work for third year pupils, although everyone talked in general terms with the implication that they had initiated ideas, but a shortage of time prevented them from committing thoughts to paper, usually making attempts to swiftly change the subject (Notes on IN meeting, 11.6.86). Naturally this highlights weaknesses in the project staff of failing to capitalise upon the reality of development work, of turning the repeated lack of effort into a learning situation, and this point cannot be ignored; on the other hand, the question remains of why the teachers were prepared to go along with the situation?

The answer to the latter may not be difficult to find, particularly given the evidence in numerous research studies which point to the enormous cost of innovation to the teacher; in other words, a question of whether or not the investment in change is worth the benefits. Hoyle (1975), House (1974) and Shipman (1974) all refer to a high personal cost in innovation with little real reward, particularly as the teacher's prime concern during any contact with a project is still very much of teaching pupils in the classroom, of meeting assessment criteria and maintaining control. Shipman (1974) writes, "...the teachers were mainly concerned with the immediate problems facing them in the classroom. They were grateful for ideas and the materials", and House (1974) states, "...one must expect to see...ways of converting the reorientation into a variation of the conventional classroom with the innovation being transformed into something conforming to the exigencies of the teacher's world." As the next section may reveal, perhaps the teachers had a vested interest in failing to seek further clarification of their role within the project, and to accept the opportunity for them to interpret the project to meet their own needs, rather than being forced to pursue a more clearly defined strategy; they, too, were more than happy to adopt the rhetoric of the project and hide behind its shield.

C) Vested interests: why noone asked too many questions?

In many ways, this section which deals with the notion of 'vested interests' may be seen to overlap with the previous section dealing with 'strategic ambiguousness'. Yet, whereas the previous section made an attempt to highlight issues specifically concerned with the lack of clarity in the project's aims and structure, this section will try to throw light onto the more personal reasons which might explain the participants' behaviour and perceptions of the project's and their own world. In other words, can their behaviour and perceptions be attributed partially or fully to perceived gain? Once again, the discussion will centre around three main areas: the Director, the Inner Network leaders, and the teachers. As MacDonald and Walker (1976) state:

"Curriculum development projects are short-term enterprises, usually funded for three years. They are institutionally precarious, attached to a university or college of education but rarely part of it. They offer only a transitory existence, marking transitional points in the careers of team members..."

Starting with the possible vested interests of the Director, the first question which one might ask is why did Smith wish to take on board the enormous responsibility of overseeing a national project? After all, he was in full time employment at Westside University, with a considerable undergraduate teaching programme, supervision of student teachers, and work with masters degree students. In addition, he often was called upon by LEAs to administer inservice training courses. Of course, drawing upon Smith's own words he tells us (Interview, 26.11.86) that he initially was concerned to obtain funds for a study on innovation in education, citing

applications to the Rayne Foundation and the Leverhulme Trust, but to mention a few. This desire for a research project grew out of a concern for teachers' ability to undertake curriculum change. Yet, as it has been illustrated above, given this initial motivation towards involvement in a project, there is little evidence to suggest that the project which ensued was borne out of a desire to analyse the change process in the classroom, and to contribute to an understanding of the complex world of the teacher.

Was the project directorship taken on board by Smith out of a desire to improve the health and fitness status of school children; is there evidence to suggest that prior to the project, Smith was concerned with physical or health-related fitness? Once again, there appears to be a lack of evidence to support this claim. Certainly Smith draws attention to his involvement in health-related work in the early 1980s, as an integral part of the Mode 3 CSE PE development in Zshire, and he arranged a teachers' seminar to share in the work developed as a part of the new CSE; apart from this however, which was reported extensively in an edition of the Bulletin of Physical Education in 1983, at a time when Smith was editor of the publication, there is little reference in the literature to Smith's interest in health and fitness. As Jones (Interview 22.1.87) stated quite clearly, Smith was not chosen because of his knowledge about health and fitness or health education, rather on account of his 'experience' in curriculum development.

If the Director did not assume responsibility for the project either, a) to carry out a research project into curriculum innovation, or b) to help school children to become fitter and healthier, one is forced to ask

additional questions in order to try to understand why Smith wished to take a front seat in the initiative. A number of points need to be explored: first of all Smith's status at Westside; secondly Smith's status in the world of physical education; thirdly, the current state of higher education in Britain at this time (a point which is closely linked with the first issue about status at Westside).

Firstly then, what was Smith's status at Westside during the early 1980s? Certainly he made it no secret to people that he felt he was undervalued by the Department of Physical Education and Sports Science. Clearly he made no attempts to hide his ambitious tendencies: throughout the life of the project he was looking for internal promotion at the university to a senior lectureship post (a natural tendency for any university member of staff) - something which he did not achieve in the period 1985-87. He was extremely proud of the funding which he attracted to the university from the HB: funds which gave important kudos to the Department of PE and Sports Science. Indeed, one of the important criterion for individual promotion or the survival of a department increasingly was being seen within the research monies which could be raised from outside bodies. In this respect, quite naturally Smith was keen for everyone to know the extent of financial support which his work was attracting, and he used this as a part of his case for internal promotion. As will be shown below, in many ways Smith seemed to become sidetracked with fund raising events or projects which would bring in additional sponsors.

On a more national note, however, in addition to Smith's aspirations for greater recognition from his close colleagues, he also clearly wished to

have wider recognition from the profession at large. He often spoke about wanting the first national project in physical education to go down in the history books: indeed, he was eager for the project to be national, rather than work on a smaller scale. As he stated in an interview:

"...do you go for 'major sparking things off' or just doing something really well? What's going to be a real impact in the future?"

(Interview, p16, 19.1.87)

If one is prepared to accept the hypothesis that Smith saw the project directorship as a vested enterprise, whether this be an overt or subconscious perception on his part, this notion may go part of the way into explaining the following incidents and situations. Below the analysis will look at the following themes, which the notion of 'vested interests' may go part way to explaining Smith's actions within the project: his desire for national prominence and the tendency to become involved in many other projects; the pursuit of additional funding, at home and abroad; the increased amount of time devoted to the project, as well as increased other university duties; the avoidance of criticism and an absence of committing thoughts to paper; the pursuit of acceptance from 'friends' and the desire to 'please' others; and finally the need to believe in the self.

Indeed, if Smith was looking for high visibility over a large geographical area, it is difficult to concentrate on one small initiative and see it through to the end. Hence, may be one of the reasons why the original objectives of the project and Smith's own declared desire to oversee a curriculum research project, never came about: instead, Smith allowed himself to be overtaken by high visibility 'projects' and to attend series

of national committees (for example the Sports Council/Health Bureau 'Fitness and Health Advisory Group') which in some way were vaguely linked to health and fitness? Afterall, many previous project directors have complained of distractions of this kind. In this way his name quickly became associated with a prestigious national project and his status rose rapidly in the health and fitness, as well as the PE, community. In addition to national committees, however, Smith's attention was diverted away from the project by other incidents: such as, discussions with the TV-AM's 'aerobics queen'; the establishment of a larger network of curriculum development centres; discussions with E. publishing company about the re-vamping of a book on fitness (Project Officer's Diary). The majority of these issues did have links with health and fitness, yet, on the whole, they seem to have been peripheral to the central focus of the original project.

In turning to the issue of attracting further funding to the project, Smith allocated considerable time to this, too. The pursuit of possible EEC funds involved a foreign visit to Holland and Germany; and there were numerous meetings with possible sponsors for potential project resources with companies such as Slumb and Bok. Unfortunately the latter was pursued in a rather ad hoc fashion and little came to fruition during the two year period of the project.

The Pond's Company project lasted over most of the entire two year life of the project, and took up a great deal of both the Project Director's and the Project Officer's time. Once again, it was a project undertaken by Smith 'for the good of the project': yet, the eventual outcome was a series

of one day conferences designed to attract adults to 'Turnaround' their lifestyle - far removed from the objectives of the Health and Physical Education Project, although it might be argued that healthy adults encourage healthy, active youngsters. Certainly Smith voiced opinions about his desire to obtain the rights of marketing the Pond's 'Fitnessgram', a computerised health-related fitness programme for children; but if this was his objective, why did he not concentrate on this, and if Pond's were not willing to liaise on this particular issue, then to allow the liaison to be terminated? Ironically in terms of funding, the audio visual department at Westside was the real beneficiary of the 'Turnaround' project, and the only reward for Smith's hard work and contribution was in terms of being associated with the anglicised Pond's programme. As an observer of Smith during all of these ventures, it seems as though he had been overtaken by the will to acquire more status and resources.

The Director states that he tended to be over ambitious:

"...I think that I tend to be over ambitious about what I can do...we've got two years, so we'll do 3 years in 2."
(Interview, p20 19.1.87)

Instead of reducing other commitments, such as research students, Smith still continued to accept teachers on secondment. Certainly it might be argued that these teachers could contribute to the project, but this was not the case because their subsequent research was peripheral to the project and Smith did not have an overall framework in which they could fit. Of course the overseeing of students on research based degrees is very time-consuming and Smith found his attentions continually being

diverted by the teachers. He admits in an interview that this was a problem:

"...dealing with research students...that was a major problem."
(Interview, p14, 19.1.87)

Yet, why did Smith accept more students in the second year of the project when he already had admitted to problems of overseeing them after the first year? It is true to say that in the second year of the project two of the three students were teachers from Inner Network authorities, but still these students did not pursue research in the framework of the project.

Moving on, one comes face to face with Smith's seeming avoidance of criticism. Naturally nobody likes to be informed of their mistakes, yet in the parameters of such a large, important curriculum development project, it seems a matter of course to invite constructive criticism. However, one finds it difficult to find examples of people in the field being invited to offer their views: yes, there was one meeting at the start of the project, 'Consulting the profession', but it is difficult to see where any of the advice offered at this early stage ever was taken on board (see 'An overview of the meeting: 'Consulting the profession' October 1985). Smith saw the meeting more in political terms, in order to keep people informed of what he was doing, and to avoid jealousy. As it was pointed out in the first section of this chapter, the project's advisory committee which was nominated by Smith and Jones constituted a group of people who, in their eyes, might back up whatever they decided to do; often Smith made

comments about the 'formality' of the meetings. This avoidance of criticism also may be borne out in the Director's non-commitment of the project's ideas to paper and to have them published. Is this because if things are written in 'black and white' it is difficult to tell people their views are due to a misunderstanding of the situation? Did it suit Smith not to commit thoughts to paper? Did the apparent lack of publications enable him to please everyone, in his bid for status and standing in the PE community and the research world?

The latter may seem to be far fetched, but on the other hand, there are a number of issues which might support it as part of the explanation for Smith's behaviour. For example, as one might remember, Smith did not actually write the project's proposal document (p22 Interview 19.1.87), on which its structure and objectives were based. Is it not rather strange that the person heading the ship, so to speak, would wish to make sure that his vessel is in good order before setting sail? Or even if the Director was appointed late in the day, is it not normal practice for the overseer to do some form of feasibility study within the given framework, and tailor the project to meet his or her personal skills; this would seem particularly pertinent in the case of the Health and Physical Education Project when the original proposal had been written with a four year project in mind, and the funding only being awarded for a two year period? On asking Smith directly about these issues, however, he evaded the questioning, preferring to change the subject, or if hard pressed to address the issue, he attributed the problems to Jones. Certainly from interviews with the Director, it seemed as though he was happier to avoid such controversial questions. In many ways it appeared that Smith began

to see himself as a specialist in health and fitness, and also as a specialist in seeking outside funding for the University.

As a part of the quest to become accepted and recognised by the profession, it seems Smith strove towards surrounding himself with 'friends': not an unusual move by aspiring 'politicians'. Indeed, he states in interviews:

"You had to work with people you knew and therefore it was very much about 'relationships'."
(p17, Interview 19.1.87)

"...we had to keep advisers and the DES *happy*, and the lecturers, and all various institutions."
(p 17, Interview 19.1.87 *italics added*)

One has to ask did the Director become too concerned with 'pleasing people' and allow this to interfere with the original aims of the project? Or was this pursuit of friends a good investment? There are a number of incidents surrounding this issue which deserve some attention. Firstly, there is the matter of the Inner Network authorities: clearly Smith states that these were chosen because of the individual advisers in each of the authorities, many of whom were close colleagues in physical education, or they were people whom Smith considered to be 'politically hot' (p6, Interview 19.1.87). Smith's enthusiasm to share the excitement of the project spills over into the many interviews with the Inner Network leaders - most of the contact about the Inner Network was carried out in an informal manner before the project became 'official' - and one has to question whether this will to share his 'jewel' with these people clouded his judgement in the selection of the network? A sentiment expressed by himself in the January interview in 1987, when he admitted that a number

of the LEA's had not carried out the work of the Inner Network as it had been intended, and because of the friends basis for selection, it had proved difficult to affect the situation. On the other hand, did Smith value these people's support more than the aims of the project: was their support a good investment?

Certainly if one turns to the Director's relationship with Hat of the PETG the notion of vested interests looms large on the horizon. Throughout the two years of the project Hat caused Smith a great deal of hassle and embarrassment; a situation which went far from being unnoticed by Smith. Yet, throughout the project, the Director concocted excuses on Hat's behalf, and often accused the Project Officer of being 'hard' towards the PETG's General Secretary. Hat clearly tried to dictate to Smith how the project should be run, and on occasions he shrewdly tried to manipulate Smith's goodwill and kind nature: although there was no reason in terms of the project's proposal to allow Hat to interfere with the way things were conducted, Smith allowed Hat to demand 'sub-Steering Committee' meetings to go on for about a year and a half, through which Hat exerted force on the Director (Project Officer's Diary Week 2, Nov 1986). Why did the man at the helm allow this to occur? Did Smith see the PETG connection as a valuable asset, and thus was prepared to suffer Hat's interference for the long term benefit? Why did it take the suspension of Hat to convince Smith that the General Secretary was out only for his own benefit, and there was nothing whatsoever that indicated any altruistic tendencies behind his interference; was the Director so blind to the situation, or did he perceive that in the future the PETG's backing would be essential to his own standing?

The need to be 'accepted' also can be seen in Smith's desire to please teachers: why did he allow them to dictate a change in the project's structure, i.e. to highlight the need for written resources, if in his research experience he knew that "it was in the teachers' minds that you've got to change" (28.11.86)? If Smith was not analysing the curriculum project as research into innovation, how did he arrive at the change in policy; did he allow his desire to please and to gain popular support to cloud the original project issues?

Finally the question poses itself of how did Smith allow this rather ad hoc approach to the project to continue? One has to ask whether in fact this point is just another example of a 'vested interest'? In other words, once on the path of leading a national project and of being recognised as an 'expert', and of enjoying the position, did Smith need to carry on this diverted pathway for his survival; thus did he need to convince himself of his worth and success?

There are numerous instances when Smith could be heard to express his great success within the development of the project, and he often told people how lucky the HB were in having him as the Project Director, because he had devoted far more than one day per week to its work (in spite of the HB only contracting one day per week) (Personal communications between Jones, Smith and Dowling). Did he also need to convince himself of his experience in curriculum development so that he could come to terms with not spending time on researching, analysing and documenting the project - all extremely time consuming processes which

might detract from the goal of widespread fame and recognition, and also open up the gates for criticism?

As one can see, the notion of the Director's possible 'vested interests' is a very complex area: many of the issues overlap and further interviews and observation are required in order to establish more clearly the fundamental points within this context. However, recognising this weakness within the current data, it still remains that the notion clearly deserves further attention, and therefore, at this stage, it cannot be overlooked in the perceptions of the project and its development.

Moving on from the Director's experiences, one is faced with the experience of the Inner Network Leaders: did they have a vested interest in the project? Certainly at the time of the project's life, one has to recall the current educational climate, a situation dominated by striking teachers and unrest in schools which had been sustained over a long period of time. Given such an environment why did the Inner Network leaders take on board extra work, particularly if the teachers' action specifically was being targeted against additional working hours? It is true to say that every Inner Network leader referred to the strike's effect in the interview situation, and during the project's life time often the strike was mentioned in informal contact with the LEAs: "don't underestimate the teachers' feelings"; "the strike was the worst thing possible which could have happened to the project"; "it was difficult to hold meetings because of the strike action, the teachers here are very militant"; and so on. Yet, the strike action did not begin at the same time as the project, rather it had been manifesting itself over a two or more year period prior to 1985.

Therefore one has to pose the question of why did the Inner Network leaders agree to be a part of the project, a commitment which they knew would involve extra work for themselves and the teachers at such a chaotic time? Did they perceive the benefits to outweigh the costs? Did some of the leaders think that the project might offer an opportunity to restore some sort of unity amongst their teachers? Perhaps they did not foresee the extent of teachers' action and thus believed that there would be little disruption to the project?

Whether the leaders perceived a direct relationship between involvement in the project with regard to the strike action and its consequences, or not, it does appear however that they saw other benefits from being a part of the Inner Network. These benefits range from personal reasons, to benefits for the individual LEA, and the status of physical education in general: below these ideas will be explored in more detail.

To start with, in a similar way to how Smith may have perceived the project to offer a useful platform on which to develop a career, it is possible that some of the Inner Network leaders may well have seen contact with a national initiative as enhancing their career prospects: since the two year period of the project, two of the leaders have been promoted within the advisory service, and another leader has been attempting to gain promotion. Certainly, John tells us of how he hoped to use the project in Redborough to ease his acceptance into the LEA and to use it to encourage a response from teachers. This use of the project links up with House's (1974) notion of the 'entrepreneur' innovator, who capitalises upon the benefits of being involved in change.

In addition to possible personal gain, though, a number of references are made to the value of association with the project for subject gain within the LEA: at a time of ever-shrinking budgets and the introduction of core subjects within a national curriculum, it is not surprising that physical educationists would want to gain all the support they could for their area. John states,

"...there was a thing in Redborough that showed PE was starting to move with the national project: head teachers knew about it, the Education Committee knew about it..."
(Interview, p5, 12.3.87)

Mark tells us of how he used the project to reinforce LEA based initiatives already being undertaken by local schools:

"...it has more currency if it comes from a national institution."
(Interview, 9.4.87)

Indeed, many of the leaders expressed views about the way in which the project could act as a 'rubber stamp' to curriculum development work within PE in their LEA, and also as a way of encouraging development work after the disruption of the strike action: "anything that helps bring about change" and "it's acted as a catalyst" (David, 9.3.87); and "you're supporting us and making us feel reassured" (Paul, 18.11.86). In these quotations and many more which could have been used as illustrations, there is an emphasis within the leaders' comments which imply that the project is there to service their needs. Of course, a curriculum development project should be concerned with teachers and pupils at the 'coal face'. Yet, at the same time, in analysing these remarks, it seems that the LEAs and the Inner Network leaders were more concerned with receiving than giving; in other words, they were concerned with how and

with what the LEA could benefit from the project, rather than an emphasis on how they could service the project. Did they use the project simply as a means of gaining support for work in general; were they really concerned with action research methods and developing a health focus in physical education?

Mark talks about how Greenshire used the project to secure additional GRIST funding for schools and inservice training, and also how the project enabled him to provide schools with £250 each to spend on equipment for health-related fitness - equipment which certainly was not required by the project, but equipment favoured by previous advisers to the LEA on fitness. Two LEAs used the project platform to run open invitation inservice courses for all PE teachers: naturally the project did not wish to omit anybody from their work, but at the same time, the tasks of the Inner Network were important features of the development process which in effect became overlooked, instead being replaced by content-based courses.

As it has been mentioned previously, two LEAs used the project in order to gain two teacher secondments (see Chapter five) - one has to ask whether these secondments were truly because of an interest in the project's development, or did the leaders capitalise upon their relationship with the project to, a) gain LEA financial support, and b) to assist in securing a university place for their teachers? Neither of the secondments fitted into the original project outline for research, and in fact, one of the study areas was not even directly within the area of a health focus. Another possible gain from contact with the project also may have been in the form of access to new books and ideas on classroom practice: always a

welcome asset to an adviser. Certainly Mark expressed views about this is how he perceived the project's aims - in other words, of supplying the LEA with booklets.

Having outlined some of these possible 'vested interests' for the Inner Network leaders, one final comment should be made on the possibility of the vested interest in maintaining relative silence about the indignation and dissatisfaction about the structure and the tasks of the Inner Network which came to light in interviews with the leaders: "I would have liked more structure" (Luke); "No, I'm not really familiar with the workings of the project." (Paul). Why did the leaders not voice their concerns to the Project Director; why did they not seek clarification of their tasks or try to negotiate different terms if they did not think that the ones they received were feasible? Might one argue that the leaders perceived the potential of being involved in the Inner Network, and whilst the industrial action continued there existed a ready-made 'excuse' for little 'real' commitment to the Inner Network, particularly in the light of little contact with the Director of the project? That is not to say that the leaders had no interest in the area of health and fitness whatsoever and that they merely were concerned with 'what they could get out of the project', but, instead of being motivated to participate simply on the grounds of interest in pushing the frontiers of curriculum development in PE with regard to health issues, they saw an opportunity for additional gains and they maximised the possibilities.

In many ways, the teachers' 'vested interests' are similar to those of the Director and the Inner Network leaders: they too are interested in their career prospects; the survival and status of their subject; and always are looking for new ideas to carry out in the classroom, by way of access to resource booklets.

Indeed, the latter issue was the most common feature throughout the interviews with teachers: as Teacher A states, "I think it's just a matter of taking things away." However, the rationale behind the desire for resources was varied, ranging from the "boredom" of teaching traditional team games, a fear of "being left out" of new developments in PE, or desiring approval of new initiatives already being undertaken in a department. From observation of meetings, although most of the teachers paid 'lip service' to having an interest in health or fitness, in the main, a desire to facilitate greater pupil learning via these areas seldom was verbalised.

Another common feature was that of the need to justify the subject of physical education in schools: in a climate of ever-increasing accountability and with the looming on the horizon of a national core curriculum, it seems many of the Inner Network teachers hoped that involvement in the project would offer some sort of 'tried and tested' case for the justification of their, and their subject's, existence in schools (Meeting notes of Inner Network and inservice days). As Sparkes (1986) highlights this is not an uncommon issue for physical educationists, who wish to rid themselves of the 'dumb jock' image. In addition, it has to be remembered that within the Fawnsire Inner Network all the members were

based in lower secondary schools, where there exists no opportunity for justification of a subject due to the demands of the examination system, which may have heightened their need for establishing a sound rationale.

With regard to the 'vested interest' in career prospects, Teacher A stated clearly that she was using the project to help to legitimise her new Scale 3 position - a co-ordinator of health education across the curriculum (Interview 19.11.86). Teacher C expressed problems about having taught in the same school for well over a decade and he recognised the dangers of finding himself outside of what he termed as the 'mainstream' of PE, should he require to move to a different school; he was hoping that the project would help him to 'get back in touch with the mainstream' (Interview 2.4.87).

Of particular interest within the teachers' views is the fact that some of the Inner Network members refused to be interviewed: they made excuses about not having sufficient time, or the fact that due to many school problems the work they had carried out in their school would not be of interest to me. Despite the fact that I emphasised that the interview was not a 'test' to see whether they had 'succeeded or failed', and that I offered for them to have an interview carried out at the University, I gained no positive response. Yet, these same teachers had attended meetings on a regular basis, so why did they refuse to 'co-operate'? Why did these teachers commit so much of their precious time to attend meetings, if they had few intentions of pursuing the work further? Did they hope to impress their head teacher or the PE Adviser for the LEA by belonging to the Inner Network? Did the involvement in the project offer

a useful contribution to a curriculum vitae? Obviously until the teachers are prepared to talk about their experiences it will be impossible to ascertain their reasons; however, their lack of co-operation cannot pass unnoticed.

Finally, another important area for a possible 'vested interest' is that of not demanding greater support or exploration about the Inner Network tasks. All of the teachers talked about a lack of understanding about the aims of the project and how they fitted into the structure, in spite of the fact that the Fawnshire group had the most direct contact with the project team. If they were experiencing doubts about their involvement or they sought further clarification of their role in the Inner Network, why did they not articulate these sentiments; certainly there were frequent opportunities to do so, both in a formal or informal setting. Of course at the beginning they may have been hesitant to express their sense of 'failure' or 'incompetence', but as time progressed and a rapport was built up with the Project Officer, in particular, it seems strange that they did not voice their opinions. Thus, one must question why they did not wish to discover their 'real' part in the project: was their relationship so weak with the project team that they were unable to openly express their doubts, or did they perceive 'real' participation in the Inner Network as demanding too much time and effort? By simply attending meetings the teachers could benefit from the factors outlined above, and yet, in return, their input could be kept to a minimum, especially as the Director (Interview 19.1.87, p1) did not pursue his original aim to document the change process.

In drawing this section together, once again, it is too early in the process of qualitative observation and the use of interview methods to be able to draw any firm conclusions from the data. However, all of the above citations of possible areas for 'vested interests' in being a part of the project warrant further exploration. The frequency of instances relating to the notion is too great to be overlooked.

D) A justification for weaknesses: the 'Scape Goat'

Another recurring theme which emerges in the data is that of the notion of the 'scape goat'. Whilst for the main part the project is seen to have been fairly 'successful', at the same time most of the participants recognise some weaknesses in the outcome of the development strategy; the interesting point is that most of the problems are attributed to other factors than the individuals themselves. Indeed, it appears that noone is prepared to take on any portion of blame for the happenings of the project which might be construed as being 'failures', and instead the blame is perceived as being somebody else's or something's fault; the locus of control is not with the individual and there is a pervading theme that events were out of the individual's control. Once again, the theme will be examined from the following perspectives: the Director's, the Inner Network leaders' and the teachers' views.

As far as the Director's perception of weaknesses in the project are concerned, he seems to categorise the 'scape goats' into the following areas: inevitable problems with the model for change; an unrealistic

timescale and resources allocated from the HB; and outside pressures over which one had little control. Each of these will be examined in turn.

In looking at the model of change, although Smith accepts some weaknesses in it - "If I was honest about the thing, I don't think the Inner Network schools have worked", and "...you're probably right, a detailed statement of intentions would definitely have been a very important document" - he also implies "I still think it <Inner Network> is right". He tells us that, in fact, "...the project task was to actually unravel the project" and he talks about an "emergent concept" (Smith abid). Expanding on this, he states,

"I also felt it was important that we didn't have a clearly worked out rationale for the project...I was aware right from the word 'go' that a clear coherent pattern would not be followed through. The whole thing would be emergent..."
(Interview, p4, 19.1.87)

In other words, the weaknesses in the model were inherent and inevitable; something which Smith claims is evident from the literature on innovation - "...based on my experience of reading innovation literature." In addition to the problems of the model, Smith cites another factor which affected the outcome of the project structure; namely that Jones wrote the proposal document on which the HB granted the funding, which may have led to misintepretation of Smith's perception of the model: "...It's wierd when you realise that I didn't write that." (p22, Interview 19.1.87).

With regard to Smith's belief in the influence of the inadequate timescale allocated to the project, this not only was due to the fact that the original plan for a four or five year project was condensed into a two year initiative, but also in terms of the resources available to carry out

the work. The Director draws attention to the fact that although he devoted a great deal of his daily time to the project's development, as far as the HB's funding was concerned he should have given only one day a week of his time. Naturally he had other responsibilities which impinged upon the fluidity of his attention towards the project,

"...even though I've spent more time on it than one day a week it still meant that I was dealing with research students and teaching..."
(Interview, p14, 19.1.87)

He goes on to declare that in his opinion, "...a 2 year project, trying to operate with one person working full time and one person, supposedly, one day a week, is completely unrealistic." (Interview 19.1.87). Linked to the problem of personnel, in the Director's view he also informs us that he overestimated the contribution which the Project Officer could make to the project's first year of development:

"...I think I was far too ambitious on thinking what you <Project Officer> could do...I think I overestimated the transformation that you would have to make in terms of both coming to terms with the ideas and...with changing your job to here."
(Interview, p15, 19.1.87)

In other words, Smith not only feels that he was allocated insufficient personnel, but also the Project Officer employed by the project was not particularly helpful in the early stages of the project's life.

Added to this, the resources in terms of the manpower offered by the Inner Network members, caused problems too. Smith admits that on reflection perhaps he did not make correct choices in electing the LEAs or their leaders, but having said this, the "friends" on whom he thought he could

rely 'let him down' to a certain degree. One of the main problems he believes was the fact that everyone was starting from a different point in terms of previous curriculum development, which in turn, led some of the LEAs to underestimate the importance of the first year of reflection. Also there was a problem in the way that each of the Inner Network leaders interpreted the project to meet their local needs: for example, in Blueborough, Paul "made it <Inner Network group> wide open in a very democratic way...so that caused problems". The project had to rely very much "on goodwill" which given the current climate in education was asking for an enormous commitment, which perhaps was unrealistic: "...you expect people to work far more hours and put far more thinking into it."

Coupled to the weakness of 'goodwill' was the problem of producing the resource materials. In the first place, Smith clearly did not think that many resources would be required, believing that the materials from the United States would be adequate (p21, Interview 19.1.87); having realised this was not possible during the life of the project, of course one then was faced with the problem of a lack of funding for the production of more suitable ideas. Again, it seems that the HB's lack of funding was seen as the thorn in the side, rather than, in hindsight, a lack of forethought and investigation into the American resources, prior to an application for a grant. Added to the lack of resources was the increased pressure on the project to produce them, due to the teachers demanding "far more concrete things": Smith's desire for the teachers to reflect upon their current practice in the first year was hampered by the teachers' poor effort to grapple with philosophical issues and to direct their own development.

The Director attributes other weaknesses to the interference of other outside issues, such as the teachers' strike action, the political games of the PETG and others, and the work thrown up by the possibility of other important projects like the Pond's venture. It seems that Smith did not see a need to readdress the project structure or development timescale given the striking conditions, instead he simply acknowledges the "major impact" that it had. He, too, believes that the likes of Hat and the PETG were so essential to the project's existence that they should have been dealt with seriously and consequently they took up considerable time. He states, "the political side has been a major factor" to overcome, and he did not see his oversight of Hat's maverick ways as a personal problem, because as he was on the PETG's Executive Committee, he and many others also were 'taken in' by the underhandedness which ensued. In fact, Smith states that one of the reasons why he did not suspect Hat's interference, and why he was happy to continue to 'consult' the General Secretary was because he believed that Hat's behaviour could be attributed to the PETG's desire to become "big rivals to the British Council of Physical Education" and it had nothing to do with 'using' the project.

Finally, Smith did not see anything strange about not concentrating solely on the Health and Physical Education Project, because he believed it was necessary to seek additional funds and support (Personal communications). Hence, the need to lobby other lucrative sponsorship was seen as a useful way to spend scarce time; in the Director's eyes the gain outweighed any possible weaknesses. However, he does recognise that time spent on such pursuits did detract from possible time to spend on the project, and thus this cannot be overlooked in any consideration of the weaknesses within

the project; yet again there is a strong sense of the inevitable and of the situation being a necessary part of the project's growth, and out of the Director's 'control'.

The attribution of possible weaknesses in the project to perceived 'scape goats' in many ways is linked to the notion of the Director believing in his own ideas: if one were, for a moment, to adopt the position of Schutz's (1964) 'stranger' in the analysis of the project, it might be quite possible to point to a number of 'common sense' strategies which could have been taken to avoid the pitfalls - greater forward planning, continual assessment of the progress of the Inner Network, concentration on one thing at a time, and so on. Of course in the event, the Director in this instance, was able to compile an analysis based on personal perceptions of the happenings of the project, and in his view the majority of the problems facing the project were out of his control. It seems as though once on this track of thinking that the weaknesses were inevitable and that not many of them were within the realms of the Director's grasp, naturally it was acceptable 'to make the most out of a poor situation'. Perhaps too, the notion of weaknesses being the fault of others links up to the previous section on the possibility of the Director having 'vested interests' in the project: certainly, to admit 'failure' would not necessarily place him in a very good light. A coping strategy to accommodate the weaknesses therefore becomes essential; the 'scape goats' take on a great importance in this situation.

In the same way that the Director recognised some weaknesses in the project, the Inner Network leaders did not escape from identifying similar

problems about the 'success' of the development over the two year period. They talk about "getting away" with too much, of not being able to carry out the tasks which were demanded of them and not having got passed the preliminary stages of development after the two year period. However, in the main, these people, too, tend to perceive the answers to the problems as lying outside of their control and they place blame onto numerous different causes: the lack of a clear and coherent structure; having carried out the work previously and therefore not being willing to repeat things; a lack of historical background in curriculum development in the LEA; the tasks were too philosophical; the teachers responded badly; or they were preoccupied with more important initiatives within the LEA, such as TVEI and so on.

In interviews the Inner Network leaders admitted to having a poor understanding of the project: "I'm not familiar with the workings of the project", and "I would have liked a little more of a structured approach, and being kept in contact...". Yet, it seems none of them attempted to go out of their way to clarify the situation with the project team. John appears to summarise their sentiments when he places blame onto the project for not having clarified the structure right from the beginning of 1985: because he believed there was going to be a great deal of outreach from the project, for a long time he just "waited, and waited, and waited for something to happen". Naturally when nothing did occur, he became frustrated with the state of affairs; in his view though this was the project's fault and nothing to do with his misinterpretation of the situation. Similarly there were calls for more liaison between the project and the Inner Network members from most of the leaders, and indeed, David

declared, "...I don't think that you can have an 'Inner Network' if that Inner Network doesn't at least have some sort of shared thinking and philosophy." In other words, it was the Director's or the project team's job to ensure that everyone understood the undertaking of the development.

Again, John highlights the perceived problem when he raises the matter that there was never a forum in which the 'two sides' (ie, the Project team and the Inner Network) could debate what was a realistic strategy; he purports that there should have been a formal contract between each of the participating LEAs and the project in order to establish certain 'ground rules' for taking part. As a consequence of having no contract, he implies that the project lay itself wide open to being 'abused'. Once more, the onus of responsibility is given solely to the project.

Linked to the notion of establishing the 'ground rules' and sharing in a two-way process of devising a realistic strategy is the cry from some of the LEAs that the project was incidental to the work they already were carrying out in the authority, and hence, it is not surprising that these groups did not carry out the Inner Network tasks 'to the letter'; after all, it seems reasonable to the leaders that this would be an unnecessary burden. They felt fully justified in omitting large sections of the development stages. At the other extreme, a number of the LEAs felt that their lack of curriculum development initiatives of this fashion, "demanding a lot of networking and independent thinking", was a justification for not having undertaken the numerous group meetings demanded of them.

A common reason for any weakness perceived in the progress of the Inner Network development was that of the slow arrival of the resource materials: "they could have come out earlier", and they would have been "something to get hold of". Coupled with this accusation was that of the fact that the project was trying to encourage teachers to be far too philosophical; "it's no good talking in philosophical terms to start off with."

Another shared attribution was that of the effect of the strike action in schools which caused things "to be swept by the board", "almost killed" the entire project or just caused "everything to stop". As Paul strongly declares, "...don't underestimate the strength of the teachers' feelings".

The Inner Network leaders also use the teachers themselves as a 'scape goat', who were "flaked out after school" or who did not, or could not, take on board the notion of sharing their role in the Inner Network with the other members of their department. Although, the latter in some people's eyes was linked to the weakness of the overall project structure which should have stipulated that more than one member of a school department must join the LEA Inner Network group. Also the teachers were having to deal with a whole array of other important issues and changes in schools, which was bound to affect their attitude and commitment to the project.

Clearly in all of their analyses of the project, few of the outcomes were perceived as being within their control; as Paul states, the project "...wouldn't be a priority" and John says, "I could not afford the time."

Even the latter, though, had nothing to do with their time management or a lack of commitment, rather that the project team's expectations of them and the teachers simply were unrealistic. Only one of the leaders, though, ever attempted to relay these doubts and perceptions to the Director, and this was not carried out with a great deal of conviction. Were the Inner Network leaders interested in allocating blame to tangible sources because they, too, had many 'vested interests' in being a part of the project? Did these people fear a sense of personal 'failure'? Clearly in their minds they felt that any weaknesses which existed were due to other people or other situations beyond their control.

In turning to examine the teachers' interpretation of perceived weaknesses, they too recognise that they exist; surprisingly their reasons for the 'failure' of certain aspects of the project are similar to the other participants'. The teachers concentrate on attributing 'failure' to: weaknesses in the structure of the Inner Network and the tasks set them; a lack of resources; other teachers; a lack of previous experience of working in this fashion; and a few other various factors.

As far as the functioning of the Fawnshire Inner Network group was concerned, most of the teachers who attended did not think that it ever operated as a 'group', instead it represented a number of people who regularly met up with each other: there were "no group dynamics" one teacher observed, and another teacher focused on the problem presented by irregular attendance and the inconsistency of those present at any one time. In both examples, the teachers felt it was the project team's fault for not encouraging greater interaction among attendants, which might in

turn have led to a greater sense of belonging and commitment to the group. Indeed, further criticism of the project team was given on account of the general lack of demands placed upon the teachers, and that the teachers were allowed to "waffle" during the sessions, rather than to address more concrete issues. It also was expressed that the meetings were too far apart and were too short in duration. Yet again, none of these views were expressed in the meetings, or informally to the project team; very little discontent was verbalised, and it seems that the teachers believe that it was the project team's duty to pick up on these faults.

The teachers felt that another weakness lay in the project's design, and that it should have been stipulated that more than one member of a school department should have belonged to the group; isolation and a lack of support to carry out work in schools was a real problem. In one instance within the Inner Network group in Fawnsire there were two teachers from the same school who took part; no one else ever asked to take on board a similar approach. Once again the slow arrival of the resources was a common grievance: "frustrating to wait", "useful, but slow", "bad timing".

Perhaps a natural portioning of the blame was attributed towards other people's incompetence or unwillingness to participate; Teacher A stated, "...the people actually involved didn't seem too concerned about getting to know people." She continues to express a belief that people were only concerned with working as individuals and were unwilling to share, "they tend to think in terms of *their* school". Teacher B's perception of the situation was that the teachers "wanted to be told what to do". No one

suggested that perhaps they could have made more of an effort themselves to improve upon the situation.

Indeed, another reason put forward for the lack of 'success' felt by the group's members was the lack of previous groups of this kind in Fawnshire, and that the recruitment for this particular group had been confined to a very small group of heads of department; the group therefore was not representative of the LEA's teachers - the inference being that it might well have done 'better' given another set of participating teachers.

Finally the teachers put forward the fact that they were too tired to take on board new ideas, and that other pressures in school were a priority. One teacher believed that a major barrier towards change was the tradition of junior school teaching.

Having observed the teachers in Fawnshire at their meetings, certainly some of the issues raised here played an influential part in the shaping of the outcome of the group; on the other hand, to an 'outsider' it would be true to say that perhaps the teachers could have taken greater control in affecting the outcome of their participation. Why did none of them voice their doubts before the interviews with me? If they were so dissatisfied why did they continue to take part in the group: clearly some of the original teachers took the step to quit attending the sessions? (Meeting notes). At the end of the day, were these teachers frightened of facing up to a perceived 'failure' or a lack of commitment on their part, for which it was easy to blame other factors and to believe in these influences?

In concluding this section, there is a strong sense of common 'scape goats' held by the various participants in the project; all of the parties believe in the weaknesses in the project being somebody else's or something's fault. The locus of control lies outside of the individual. Unfortunately the data is not sufficiently extensive to probe further into the notion of whether these 'scape goats' truly are perceived as being the barriers between achieving 'real' change, or whether they constitute a set of 'excuses' for not having committed oneself to the project more fully. There is a need to discover which of these factors is the most influential.

B) Summary

In order to draw this chapter to a conclusion, it is useful to reiterate the main themes which have been found to run through the data of this study. Namely that the overriding influences on the life of the HB/PETG Health and Physical Education Project during the period 1985/87 were the lack of a coherent framework for the overall development, the apparent lack of questioning about the perceived lack of structure, the possibility of gaining something from the project other than simply the development of a health focus in the PE curriculum, and finally, the belief that what actually transpired during the project was due to other people's actions rather than the individual's.

Many of the issues raised in each of the proceeding sections are difficult to confine to just one category; the themes often closely interrelate and it is difficult, at this stage of the analysis, to place actions and expressed opinions into a definite section. On the other hand, given the extent of participant observation and interviews with the project's participants within the limitations of this study, at the present time the incidents and thoughts which are recorded here, are to the researcher's best knowledge, in the most suitable section.

In the final chapter of the study these themes will be explored, together with the contextual background of the project, and an attempt will be made to establish the forces which shaped the project in the eyes of its participants; what can we learn from the experiences of this national curriculum development project, from the way the participants perceived their role, from the outcome of behaviour and of the 'development' taken on board?

CHAPTER SEVEN

LESSONS FOR THE FUTURE?

By adopting a grounded theory approach to the study of the HB/PETG Health and Physical Education Project, the initial stages of this process has begun to reveal the complexity of the social phenomena affecting the social setting of the project; specific observations of the project and its personnel have begun to build into general patterns (Patton, 1980). The analysis has demonstrated how a national project is affected by an array of external influences, and in many ways, it reveals the extent to which these external influences, in comparison to the intended goal, dominate the emerging initiative.

Indeed, if one were to have carried out a straightforward analysis of whether or not the project's aims had been achieved - in other words, whether teachers researched into their pupils' perceptions of health and physical activity; of whether teachers became action researchers; of whether teachers evaluated their teaching style; if health education strategies were taken on board; and so on - it seems very few of these objectives would have been achieved. One might even be led to the conclusion that the project 'failed' to achieve its goals. Afterall, the Inner Network, modelled on the TIQL project did not manage to remotely resemble its parent structure; the teachers, on the whole, did not assume the role of school-based action researcher, rather they eagerly awaited

resources and ideas to be sent from the project's central base; and it seems most of the practioners were eager to merely adopt new curriculum content rather than to tackle the major issue of 'how' to teach PE to encourage good health. Generally speaking, the desire for a school-based/LEA based satellite project structure did not materialise, and the Health and Physical Education Project seemed to resemble more of a traditional centre-periphery model of innovation.

Yet, if one were to seek the view of the Health Bureau or the PETG, or indeed, the Project Director or the staff in the Department of PE at Westside University, probably one would be informed that the project has been 'successful'. In these people's eyes, the project has received considerable publicity and attention, thus raising awareness of the issue of a health focus in the PE curriculum. If one were to turn to the views of the Inner Network leaders and teachers, these people too, probably would state that the project has been a 'success'; from their perspective, they have 'achieved' what they wanted from the project. Of course the crucial issue here is that these people's expectations of the project may have been far removed from the project's aims and objectives as set out in the project proposal documents; naturally their own world is the one which carries meaning for these individuals and therefore, if they achieved their expectations of the project, naturally it would seem to be successful in their view. It clearly seems essential that in order to understand the course of events surrounding the Health and Physical Education Project, one first of all must come to terms with the many worlds of the various project participants.

Certainly the qualitative analysis of the project has begun to provide an insight into the multiple realities of its participants, and it has begun to reveal the influential factors affecting the outcomes of the initiative. As a result of the procedures of the initial stages of grounded theory, four main themes emerged from the data to reveal major influences within the development of the Health and Physical Education Project: namely, a lack of an overall project structure; an acceptance of ambiguity within the emerging structure; vested interests in being a part of the project; and a need for some scape goats to explain any possible weaknesses discovered in the project.

The lack of a clearly defined structure, and in particular, the way this feature of the project was allowed to prevail unchecked, appears to suggest first of all that a national curriculum project can be a self-sustaining entity. Certainly there were inbuilt mechanisms with the purpose to oversee the development and to assess its progress; yet in reality, these mechanisms rarely were activated to play a proactive role in the affairs of the project. The complexity of the world in which the mechanisms were based, and the personnel who became involved in them appeared to dominate the scene and the project seemed secondary in nature. A second point which needs to be made in relation to the project's lack of structure is that of the way in which this persistent omission reveals how a project is used by its participants for reasons other than those expressed within its aims. In other words, the project could be sustained within a loosely defined structure because the participants involved in its development were satisfied with this arrangement; from members of the project team, to

the personnel at the HB, and to the LEA advisers and teachers, all of these individuals were content to exist with the project as it emerged.

This contendedness can be witnessed in the emerging theme of 'strategic ambiguousness': few demanded explicit clarity of the project's aims and objectives. The Director did not strive to impose a rigid structure, nor did the grassroots' participants ask for greater support. It appears that the majority of the project's participants were happy to remain 'in the dark' and exist on the periphery of the development. The value of the project to them was sufficient in name and a 'token' degree of participation brought about the benefits required from being associated with it.

Indeed, the theme of 'vested interests' reveals the way the participants utilised the project to fulfill needs within their contextual environment of education: whether this be in the university, the local education authority or the school. Seldom was the development of a health focus raised as a strong basis for being involved in the project; certainly it was mentioned within interviews and obviously the Inner Network meetings which were held concentrated on curriculum issues. Yet, at no stage is one left with the feeling that an individual was driven by a burning desire to develop a health focus in physical education. Furthermore, there is little evidence to support the development of strategies to achieve change in the curriculum. Instead frequent references were made by participants to their status within the profession, the status of the subject of physical education in general, and the status of physical education within the local education authority and at the school level.

The project was seen as a means by which status could be enhanced, whether this was at a personal level or for the worth of the subject: association with the project was considered to be valuable; participation could be used as a platform to gain increased economic support for physical education; and it could provide the kudos for the subject within the increasing battlefield for curriculum time against the backcloth of an impending national curriculum.

However, whilst people seemed content to assume a low key role in the development of curriculum practice, at the same time, the fourth strong emerging theme in the data was a concern by the participants to provide an explanation for any weaknesses which might be perceived in the project. It is interesting to note how the weaknesses, on the whole, were associated with contextual-bound issues, outside the realms of personal influence: it was *other* people who had failed to carry out group tasks or who failed to fully integrate into a support network; the project team failed to offer sufficient links with the Inner Network groups from the members' perspectives; the project team perceived the Inner Network groups as being uncooperative; and so on.

In drawing these themes together into some form of overall framework, a major issue underpinning them all is Ball's (1987) notion of 'micropolitics'. In the same way that Ball (1987) reveals the organisation of schools to be influenced strongly by the macro political and economic context, and in particular, the way school organisation is affected by the micropolitics which this socio-economic environment dictates, so too does it seem that the Health and Physical Education Project was affected by

these issues. The current increasing accountability in education, both in financial terms and pupil achievement, together with the perceived status of professionals within the system, clearly affects the whole structure of education: from the teachers in schools, to the advisory staff in LEAs, to lecturers in higher education, and to personnel in government funded educational bodies.

Shipman's (1976) observation of the way in which individuals seem to utilise a project by imposing, to some degree, a personal interpretation of its aims, seems to have been reinforced by this analysis of the Health and Physical Education Project. Indeed, one might take a step further and suggest, that curriculum development initiatives of this nature will not achieve their intended educational goals until the notion of the influence of micropolitics in education is further examined and understood.

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APPENDIX A

APPLICATION

from the

PHYSICAL EDUCATION TEACHERS' GROUP
of GB and NI

to the

HEALTH BUREAU

for

Grant Aid

to promote

'HEALTH RELATED FITNESS IN SCHOOLS'

THE PHYSICAL EDUCATION TEACHERS' GROUP OF GREAT BRITAIN AND NORTHERN IRELAND

The Physical Education Teachers' Group of Great Britain and Northern Ireland (PETG) was founded in 1899 and is a charity. The objectives of the Group include:-

"To promote the scientific approach to the improvement of the physical health of the community through Physical Education, Health Education and Recreation and the methods and practices thereof.";

"To educate and instruct specialist teachers in Physical Education, Health Education and Recreation in teaching methods, in current theory and practice, both in the United Kingdom and overseas, and the best methods of improving the physical health of the community so as to help them to perform their public duties in the most competent and efficient manner.";

"For the purposes aforesaid (but not otherwise) to issue and sell publications, promote conferences and courses of study, and keep abreast of developments in Physical Education, Health Education and Recreation and teaching methods, and take part in discussions on such subjects."

Amongst the many committees established in recent years are:-

- (i) The Curriculum Committee
- (ii) The Health and Fitness Advisory Group.

The proposals for the project on 'Health and Fitness in Schools' stems from discussions between these two committees. It is the intention of the Executive Committee of the PETG to undertake certain parts of the proposal but, due to limited funding, it is hoped that the Health Bureau will ensure that the complete project can be undertaken.

Purpose of Proposed Project:

Curriculum assessment and evaluation and the related development has created a radical change in most school physical education programmes.

Various Local Authority Advisers, individual teachers and Higher Education Institutes have developed, in isolation, programmes relating to Health and Fitness.

The object of this project would be to 'pool' the ideas and experience of the leaders in the field of curriculum development to design and develop a syllabus and printed teaching materials that will ensure that the profession makes a greater contribution to Health Education. An education for an active, healthy lifestyle should be seen as the central core of the physical education curriculum in schools.

Having designed the syllabus and developed the teaching materials (resources pack), the PETG would then run regional and national conferences to promote the concepts.

Proposed Duration of the Project:

It is hoped to complete the three phases of the proposed study within two years.

Background of the Project:

The need for such a project may be supported by the following observations concerning secondary school physical education and health education programmes:

- a) The physical education curriculum in secondary schools needs to become more 'health-orientated'. At present, it is based largely on a programme of competitive sports which tend, in the long term, to cater for the elite few. On leaving school, the majority of children may, therefore, feel that the route to an 'active, healthy life-style' is the by-product of success in competitive sports. Information concerned with 'looking after the body as a machine', 'diet and exercise', 'coping with stress and learning to relax', 'back care', etc. are rarely dealt with in any planned fashion, yet physical education should, by definition, be concerned with both an 'education of the physical', and an 'education about the physical'. The proposed 'Health Related Fitness' programme is intended to offer both the information, and the experience of caring for body through simple and enjoyable practical and theory sessions.
- b) Research workers in the field of 'Exercise and Health' agree that, although valuable, recent campaigns such as 'Look After Yourself', have been largely aimed at the adult population; yet attitudes towards the development of an active healthy lifestyle need to be inculcated at adolescence, or even earlier (Prof. P. Fentem, Nottingham University). In fact, recent evidence concerning heart disease suggests that those at risk may be identified as early as primary school age.
- c) As co-ordinated school Health Education programmes become more widespread, there is a need to offer physical education teachers the syllabus and teaching materials to support a planned contribution to the work of the co-ordinated programme. At present, any contribution is what occurs during occasional, unplanned, wet games days.

Plan of Investigation:

Phase 1

- (i) Identify areas of the Physical Education curriculum where Health Education can make a greater contribution.
- (ii) Identify the possible outline of the 'Health Related Fitness' programme
- (iii) Interview 'experts' in relevant fields of Health Education and Physical Education concerning the areas in (i) and (ii) above.
- (iv) Questionnaire to Physical Education Advisers requesting information concerning:-
 - a) schools where there are examples of 'good practice' regarding physical education and health education, and
 - b) their views on the content and implementation of the areas outlined in (i) and (ii) above.
- (v) Visit a sample of the schools showing 'good practice' in order to:-
 - a) compile a detailed report of their curriculum, and
 - b) interview Heads of PE concerning their needs in terms of printed resource materials.
- (vi) Establish a working/study group of local teachers and AHO to more closely examine the areas outlined in (i) and (ii) above.

Phase 2

- (i) Produce materials for use in schools and INSET courses for PE teachers.
- (ii) Set up model physical education curriculum in a small sample of schools.
- (iii) Visit schools to teach, assess progress, offer 'back-up' support to Departments.
- (iv) Organise regional seminars with school staff in their region.
- (v) National course to co-ordinate various regionally-based initiatives.
- (vi) Questionnaire to schools to evaluate pilot materials.

Phase 3

Production of final publication.

Formation of 'Health and Fitness in Schools' Working Party.

Details of Grant Requested:

Staff: (Two full-time research staff.
One to be assisted by LEA) £9,500

Equipment: Typing, printing, binding costs
for booklets and questionnaires,
graphics, etc., postage etc. £6,500

Other expenses:

(i) Travel and Subsistence for
visits to LEAs, schools,
experts, etc. £2,400

(ii) Monitoring of projects and
training courses in schools £ 900

(iii) Regional seminars including
travel costs, etc. £2,200

(iv) National conference £1,000

TOTAL SUPPORT REQUIRED: £22,500

For further information, please contact:

The General Secretary,
The Physical Education Teachers Group of GB and NI.

APPENDIX B

The
HEALTH BUREAU

in conjunction with

The
PHYSICAL EDUCATION TEACHERS' GROUP
OF GREAT BRITAIN AND NORTHERN IRELAND'S

PHYSICAL EDUCATION CURRICULUM PROJECT

"Health Based Physical Education"

Main Research Centre: The University of Westside

Director: Mr. Smith

Evaluator: Mr. Butcher

1 Introduction:

- 1.1 The Physical Education Teachers Group of Great Britain and Northern Ireland (PETG) was founded in 1899 and is a charity. The objectives of the Group include:-

"to promote the scientific approach to the improvement of the physical health of the community through physical education, health education and recreation, and the methods and practices thereof";

"to educate and instruct specialist teachers in physical education, health education and recreation in teaching methods, in current theory practice, both in the United Kingdom and overseas and the best methods of improving the physical health of the community so as to help them to perform their public duties in the most competent and efficient manner"; and

"for the purposes aforesaid, to issue and sell publications, promote conferences and courses of study and keep abreast of developments in physical education, health education and recreation and teaching methods, and take part in discussions on such subjects".

- 1.2 Amongst the many committees established in recent years are the Curriculum Committee and the Health and Fitness Advisory Group. This proposal for a project on "Health Based Physical Education" stems from discussion between these two committees.
- 1.3 The proposed project would take four years to complete. The object of the project would be to pool the ideas and experience of leaders in the field of curriculum development to design and develop a framework and printed teaching materials that will assist the profession to make a greater contribution towards health education. The Executive Committee of the PETG seeks the assistance of the Health Bureau to achieve a worthwhile project.

2 Rationale:

- 2.1 The Executive Committee of the PETG recognises the valuable contribution the physical education profession has to make in the promotion of a healthy, active lifestyle and, it is their belief that health education may valuably be taught in schools in conjunction with physical education programmes.

- 2.2 Recent surveys have indicated that although concerned about health education, physical education departments are not incorporating suitable aspects of the subject into their programmes. Although the physical education profession as a whole has been slow to respond, a small number of individual groups (teachers, advisers and lecturers) have been working in isolation to develop interesting health related projects.
- 2.3 Increasingly, teachers are expressing a need for good resources and examples of good practice in "health Based Physical Education". A definite trend and interest amongst large groups of teachers has been apparent in recent months as more members of the profession accept the vital role they have to play in preparing pupils for a healthy, active lifestyle.
- 2.4 Recent articles have highlighted the public's concern that physical education programmes have not prepared them to meet the need to adopt suitable physical activity as part of their lifestyle. There is a need to accept that, in the past, competition-based activities have dominated PE programmes.
- 2.5 This project is intended to provide leadership, to develop supporting resources, to demonstrate how certain aspects of health education can complement physical education programmes, to make available in-service education courses, and to generate a network of dissemination and co-ordination to develop a coherent framework of "Health Based Physical Education".
- 2.6 The project is intended to develop a framework for a spiral curriculum for the 8-16 age range.
- 2.7 Acknowledging recent trends in health education, one of the most important aspects of the project will be to develop ways of working with children using small groups and discussion-based learning.

3 The Project:

3.1 Phase 1 - (Two years - 1984/1986)

- a) In conjunction with teams of teachers, advisers and lecturers from five local authorities, the Director, supported by a full-time Research Assistant, will
 - (i) identify aspects of physical education and health education which can complement each other

- (ii) collaborate with recognised "leaders" in relevant fields of health education and physical education (researchers, lecturers, HEOs, community physicians, etc)
 - (iii) research into children's knowledge and perception of health and fitness, and attitudes towards physical education (the research will take account of recognised expertise in this area)
 - (iv) investigate the views of Headmasters, Heads of Physical Education departments and PE Inspectors, etc concerning their needs in terms of printed resource material
 - (v) research into current good practice in the UK and abroad.
- b) Having indentified, as a baseline, relevant areas related to the project's theme, a writing group will prepare materials for piloting in the five support groups.
 - c) Links will also be encouraged with other project and research groups and local authorities developing similar work.

3.2 Phase 2 - (One year - 1986/1987)

- a) With the aid of a full-time teacher Fellow and the Director, the pilot material will be disseminated in a cluster of four or five local education authorities in the regions surrounding each of the initial support groups. Regional conferences will be held to promote the principles of the work. Evaluation will continue and, where necessary, pilot materials will be rewritten.
- b) It is anticipated that one or more short videos and a training manual for teachers will be prepared.

3.3 Phase 3 - (One Year - 1987/1988)

National dissemination will be undertaken through the further expansion of regional support networks and a national conference or further regional conferences. It is also anticipated that, in addition to publications and resource packs, media coverage (including television programmes) could be prepared to promote the concepts involved.

4 Dissemination:

- 4.1 The PETG recognises the importance of adopting effective dissemination strategies. In the initial stages of the project, small working groups based on local education authorities will be involved to write the material and monitor effective procedures in approximately forty schools.
- 4.2 These regionally based groups will provide a springboard for the development of regional participation schemes. The development of support networks will be fostered by the project staff.
- 4.3 Courses based on the training manual will provide sources of dissemination at regional and national level.
- 4.4 Effective dissemination will also be available through regular features in the British Journal of Physical Education. In addition, project information will be made available to other publications.

5 Evaluation:

- 5.1 The PETG recognises the importance of evaluation at each stage of the project.
- 5.2 Mr. Butcher (University of Northside) would be appointed as Project Evaluator and he would work independently of the writing and regional groups in an attempt to evaluate each stage of the work being undertaken by the project staff.
- 5.3 Close monitoring would also be undertaken by the PETG Executive Committee and Health Bureau Officers.

6 Publications:

- 6.1 A training manual and resource packs would be produced by a writing team for use by teachers, advisers and lecturers relating to the project.
- 6.2 One or more videos on specific topics related to the project would also be produced.

7 Management:

- 7.1 The project would be based at the University of Westside under the direction of Mr. Smith. He would co-ordinate the work of several voluntary teams of teachers, advisers and lecturers, and the research undertaken by research assistants.

7.2 A Steering Committee comprising of some of the following:-

A Health Bureau member
A Health Bureau Officer
A PETG Executive Committee member
A PETG Officer
A District Health Education Officer
An HMI
An Education Authority Inspector
A Teacher
A Headteacher
The Director and
The Evaluator

would be responsible to the Health Bureau for major decisions relating to the project's policy.

7.3 A Writing Committee consisting of:-

The Project Director
Representatives from various regional support groups
The Research Assistants
A Health Bureau Officer and
A PETG Officer

will be responsible to the Steering Committee for the production of project resources.

8 Staffing:

- 8.1 In Phase 1, it is proposed that the project be staffed by a Director (with one fifth of university time committed to the project) plus one research assistant (full-time) based at Westside University. In addition, voluntary regional support groups will be working to provide input for the Writing Committee and prepare for regional dissemination.
- 8.2 In Phase 2, in addition to the part-time lecturer, a full-time research Fellow would be appointed to develop a support team structure for teachers working in the field.
- 8.3 In Phase 3, the project staffing would be limited to the part-time lecturer plus various voluntary groups.
- 8.4 Advertisements for the Research Assistant and Research Fellow will be placed in the national press.

9 Funding:

9.1 It is proposed that the funding for the HB/PETG project based at Westside University should begin in September 1984 and funding should take place over four years.

9.2 The following points should be taken into consideration when considering the request for funding:-

- a) salaries include employee's NI and super-annuation contributions
- b) the figures include an inflation estimated at 5%.

9.3 The requested funding is as follows:-

	1984/85	1985/86	1986/87	1987/88
Staffing:				
one fifth lecturer	£ 3,500	£ 3,750	£ 4,000	£ 4,500
Research Assistant	£10,000	£10,500		
Research Fellow (teacher)			£15,500	
Secretarial Assistant	£ 2,000	£ 2,500	£ 3,000	£ 3,000
Advertising	£ 500		£ 500	
Admin expenses (post- age, telephone etc)	£ 1,500	£ 1,700	£ 2,000	£ 500
Travel and subsistence	£ 4,500	£ 5,600	£ 6,000	£ 5,000
Regional support unit	£ 1,000	£ 1,200	£ 1,500	
Equipment	£ 3,000			
Course expenses		£ 500	£ 750	£ 3,000
Printing	£ 2,000	£ 5,000	£ 4,000	
Video		£ 8,000		
	_____	_____	_____	_____
TOTAL	£28,000	£38,750	£37,250	£16,000
	=====	=====	=====	=====
OVERALL TOTAL - £120,000				

10 Conclusion:

The PETG Executive Committee recognises the importance of this project and requests the co-operation of the Health Bureau in ensuring the success of the scheme.

Mr. Hat,
General Secretary
PETG

Mr. Jones,
Education Officer/Schools
HEALTH BUREAU

APPENDIX C

HEALTH BUREAU

OUTPUT COMMITTEE

(for consideration on October 24, 1984)

HB/PETG PROJECT

HEALTH BASED PHYSICAL EDUCATION IN SCHOOLS

1. Introduction

- 1.1 The purpose of this paper is to seek approval for the establishment of a project at Westside University to develop a new health related focus in school physical education.
- 1.2 The project would develop through school physical education programmes, an important contribution to health education by promoting a healthy active lifestyle and by setting physical exercise in the context of a broad concept of health, embracing the physical, social and emotional aspects of life. The project would attempt to shift physical education away from the present competitive focus towards individual exercise needs.
- 1.3 This proposal follows consultation between The Physical Education Teachers' Group and Dr. P. and Officers of the Health Bureau and has been prepared in consultation with Mr. Hat of the PETG, Mr. Smith of Westside University and Mr. Butcher of Northside University.

2. Background

- 2.1 The Physical Education Teachers' Group of Great Britain and Northern Ireland (PETG) was founded in 1899 and is a charity. The objectives of the Group include:-

"to promote the scientific approach to the improvement of the physical health of the community through physical education, health education and recreation....."

"to educate and instruct specialist teachers in physical education, health education and recreation in teaching methods, in current theory and practice and the best methods of improving the physical health of the community..."

"to issue and sell publications, promote conference and courses of study and keep abreast of developments in physical education, health education and recreation and teaching methods...."

- 2.2 These extracts indicate that there is a considerable degree of congruence between the aims and objectives of the HB and of the PETG. This is especially true in the area of physical health and the contribution of physical exercise and fitness to health. The HBs own commitment in this area has been demonstrated by the highly successful Look After Yourself classes and mass media campaigns.
- 2.3 It may be thought, therefore, that co-operation between the HB and the PETG in the development of a project for schools would be a logical step.
- 2.4 Among the committees established by the PETG, in recent years, are the Curriculum Committee (chaired by Mr. Smith) and the Health and Fitness Advisory Group (chaired by Mr. Butcher). Discussions in these two committees have reflected and articulated widespread concerns about the nature of many school physical education programmes, and have led to consultations resulting in this proposal.
- 2.5 It is a widely held view, frequently illustrated by articles in the educational press, that the dominant focus of school physical education, at both primary and secondary levels, is competitive sport. Many reasons for this may be suggested. Selection of students for entry to the physical education profession, the students' own competitive backgrounds, the expectations of Headteachers and parents, and tradition, all may play a part in the development and perpetuation of this competition focus.
- 2.6 There is a good deal of evidence that this emphasis on competition often results in poorly balanced programmes. Many young people leave school having had unsatisfactory experiences of physical activity, perhaps feeling labelled as unsuccessful by selection processes or demoralised by unequal contests. There is a strong message in many of the activities undertaken by physical education teachers that they are only interested in talented and successful children. Physical exercise may become associated with competitive situations, and may be thought to be important only for those selected to take part.
- 2.7 There is evidence, too, that few people leave school with the knowledge and skills to continue with a lifetime of healthy regular exercise. Many people, even successful athletes from schooldays, have to learn how to exercise sensibly as adults.

- 2.8 It is suggested here that physical education programmes should be making a valuable, planned, contribution to health education by promoting a healthy, active lifestyle, and by helping to set physical exercise in the context of a broad concept of health embracing the physical, social and emotional aspects of a person's life.
- 2.9 Recent surveys have indicated that although concerned about health education, physical education teachers are not giving it sufficient consideration when planning and carrying out their programmes. Teachers professed aims and objectives are often at variance with their practice.
- 3.0 Although the physical education profession as a whole has remained preoccupied by competitive activities, a few isolated groups of teachers, lecturers and advisers, have been working to develop health related projects and courses. In recent months, a definite trend and interest among larger numbers of teachers has become apparent, as more teachers have to come to accept the vital role they have to play in preparing pupils for a healthy active lifestyle.
- 3.1 This trend has highlighted a serious shortage of resources and teaching materials, and also a desire for new teaching skills and strategies to complement new materials and ideas. The central need is one of access both to physical resources and to training courses for serving teachers.
- 3.2 This project is intended to provide a lead in changing the focus in physical education by demonstrating ways in which some aspects of physical education can be a valuable complement to other parts of planned health education programmes, by developing supporting resources, by making available in-service training courses, and by generating a supportive network of dissemination and co-ordination.
- 3.3 One of the most important aspects of the project will be to develop ways of working with children in small groups, using discussion and other forms of experimental learning. The in-service training and dissemination will focus on familiarising teachers with these teaching methods which would complement their organisational skills and didactic techniques.

4. The Project

4.1 The project would consist initially of a two year period of investigation, and development and trials of materials.

4.2 Year 1 (1985-86)

(a) In conjunction with teachers, advisers and lecturers in five education authorities where local initiatives already indicate a positive response to a national project of this nature, the project team will:-

- (i) identify aspects of physical education and health education which can complement each other;
- (ii) review research into children's knowledge and perceptions of health and fitness, and attitudes towards physical education (taking account of recognised expertise in this area).
- (iii) collaborate with recognised "leaders" in relevant fields of health education and physical education (researchers, lecturers, HEOs, community physicians etc.);
- (iv) identify and review good practice in physical education, in the UK and abroad;
- (v) investigate the views of headteachers, heads of physical education departments, physical education advisers, and H.M. Inspectorate concerning needs in terms of resources and training;
- (vi) as early as possible in year one, identify, from this baseline research, priorities for the project. In particular the scope of the project in terms of the age groups of children (primary, secondary, 5-16 etc) must be decided upon and justified;
- (vii) seek and develop links with other projects and curriculum development groups, including HB projects and independent initiatives in colleges, universities and LEAs. In particular it would be important to develop links with the physical education writing group of the Initial Teacher Education Project at Southampton.

- (viii) In the second year, a writing group will be formed to prepare pilot materials for use in schools, and workshops for teachers. Individual schools and teachers who will take part in the trial workshops and actually pilot the materials in their schools will be identified and contacted. These schools will be in the five local authorities which will form the basis of regional support groups, and, later, centres for the development of wider dissemination.

4.3 Year 2 (1986/87)

- (a) The project team will initiate trials in the five regional support centres with the materials produced during 1986/87 (the second year of the project). It will be the particular responsibility of the full time Teacher Fellow to carry out training workshops for the teachers who will use the trial materials in schools.

Regional conferences will be held to promote a positive climate for the work, and these will include conferences for headteachers.

- (b) Trial materials will be evaluated leading to the writing of final materials by the end of the second year of the project.
- (c) It is anticipated that final materials would include materials for use in schools, a training manual for teachers, and one or more short videos.
- (d) It is anticipated that in addition to releasing project information through the press, HB publications and the British Journal of Physical Education, the project team would seek network television coverage to promote a positive climate. BBC television have already indicated an interest in this area.

5. Management

- 5.1 The project should be based at the University of Westside under the direction of Mr. Smith who would co-ordinate the work of the project staff.

- 5.2 A Steering Committee comprising some or all of the following:-

- A Health Bureau member
- A Health Bureau Officer
- A PETG Executive Committee member
- A PETG Officer

A District Health Education Officer
 An HMI
 A LEA adviser
 A practising teacher
 A Headteacher
 The Project Director

would be responsible to the Health Bureau for major decisions concerning the project, and would monitor the project's progress.

5.3 A writing committee comprising:-

The Project Director
 Teachers from regional support groups
 The project officer
 The Teacher Fellow
 A PETG Officer
 Others as appropriate

would be responsible to the Steering Committee for the production of project resources.

6. Staffing

- 6.1 The project would require one day a week of University time from the Director, supported by the full time Project Officer and the Teacher Fellow as shown in 7 Funding. Staff would be based at Westside.
- 6.2 Advertisements for the Project Officer, and Teacher Fellow would be placed in the national press.

7. Funding

- 7.1 It is proposed that the funding for the HB/PETG Project based at Westside University should begin in September 1985, and funding for two academic years is sought at this stage.
- 7.2 The request for funding takes into account National Insurance and superannuation contributions and increments where appropriate, and is based on 1984 figures. The figures do not allow for inflation.
- 7.3 The funding requested is as follows:-

Sept. 1. 1985 Aug. 31 1987	Sept.1 '85 Mar.31 '86	Apr.1 '86 Mar.31 '87	Apr.1 '87 Aug.31 '87
	1985/86	1986/87	1987/88
	£	£	£
Project Director (3525 x 2)	2,056	3,525	1,469
Project Officer (9603)	5,601	4,002	-
Teacher Fellow (12,500)	-	7,292	5,208
Secretarial Assistant (2,500 x 2)	1,458	2,500	1,042
Advertising (Staff)(500 x 2)	500	500	-
Admin. expenses (postage, telephone, etc.)(2000 x 2)	1,000	2,000	1,000
Travel & subsistence (13,500)	3,000	7,000	3,500
Regional Support Centres (6,500)	1,000	3,000	2,500
National Conference (2000)	-	-	2,000
Materials & publications (12,000)	1,000	5,000	6,000
	<hr/>	<hr/>	<hr/>
TOTAL 73,153	15,615	34,819	22,719
	<hr/>	<hr/>	<hr/>
University Overheads (25%)	3,904	8,705	5,680
£18,289	19,519	43,524	28,399
TOTAL <u>£91,442</u>			

8 Conclusion

Members are requested to approve the above expenditure for the development of this important project.

Mr. Jones, Education Officer/Schools,
31 January 1985.

UNIVERSITY OF WESTSIDE

Department of Physical Education and Sports Science

Head of Department: Professor Coat

18 October 1985

Dear

HEALTH BASED PHYSICAL EDUCATION PROJECT

Further to your previous conversations with Mr. Smith, concerning the possibility of forming a part of the project's 'Inner Network', I would like to formally invite you to join this small team of local education authorities. This group will work closely with the project towards establishing a focus of health within the physical education curriculum.

We perceive the 'Inner Network' as a core for development projects, and genuinely believe that the dedication and professionalism of the teachers in your authority will have much to contribute in encouraging a health based programme. It is hoped that by providing examples of good practice in the school environment, the notion of a health based physical education programme will have successful dissemination on a more national scale.

I am enclosing a proposal containing guidelines for the development of work with your teachers, and would welcome any comments you might wish to make regarding the format.

Thank you for your assistance with this matter, and I very much hope that we shall be able to share some interesting work and initiatives.

Yours sincerely

Fiona Dowling

Fiona Dowling
Project Officer

Enc

alth based physical education

DEVELOPMENT GUIDELINES FOR THE 'INNER NETWORK'

It is hoped that the county advisers will be able to provide teachers with leadership in the exploration of a focus on health in physical education. In order to bring about change of any nature, it is necessary for participants to reassess their attitudes towards the given subject area. Thus, we believe teachers must debate thoroughly the options open to them and establish their own rationale in health based physical education, if practical implementation is to experience success. We, therefore, suggest that individual school physical education departments should hold their own discussion sessions whenever possible (although we appreciate the limitations of the current industrial action), and in addition, centralised meetings enabling a sharing of different schools' ideas could strengthen the rationalising process. We hope to provide useful starting points for debate, and as resource materials are produced these will be made available for evaluation in the practical setting.

The Proposed Programme

Stage 1

Teachers carry out surveys on the activity patterns of their pupils through the use of the enclosed questionnaires, and interview techniques.

LEA Meeting - The first meeting can draw upon the results of the surveys to discuss the present curriculum, and look at the implications of activity/inactivity patterns in developing new initiatives in physical education. For example, Dickenson (1984) discovered that 83% of his sample study group were only active for 5 minutes/day, which raises many questions about the role of physical educators!

Stage 2

Teachers discuss the implications of activity patterns within their own curriculum. Also, with the help of documents on American innovations in health programmes concerned with cardio-vascular fitness, (provided by the project), explore the feasibility of adopting a similar line of development in their school.

LEA Meeting - The purpose of this meeting will be to draw together the different analyses of the participating schools, and produce the foundations of a document outlining proposals for initiatives similar to the American ones. Also, examine carefully the existing physical education curriculum, particularly the role of competition as a motivator, and whether or not it is a balanced programme, and begin to make suggestions for improvements.

Stage 3

Expand on the suggestions for change in the curriculum. Carefully plan experimental changes, and then implement them where possible in pilot schemes. Exchange the success/failure stories of these innovations

Fiona Dowling
Project Officer ~

UNIVERSITY OF WESTSIDE

Department of Physical Education and Sports Science

Head of Department: Professor Coat

Dear

HEALTH BASED PHYSICAL EDUCATION PROJECT

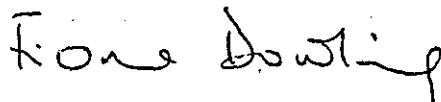
With regard your authority's offer to participate in the project's Inner Network of teachers, I am enclosing further details outlining the type of work which we would like your teachers to pursue for the benefit of promoting health through physical education.

Namely, there is a 'time-line' document providing an overall framework for the work; a document for the volunteer teachers to describe this outline in greater detail; and the promised articles to assist you in the implementation of the plan. The latter includes answer sheets to help teachers code the activity patterns questionnaire (this questionnaire has been sent previously), a review of the medical and physiological evidence to support the case for exercise, and a report on the latest fitness monitoring techniques from New Zealand.

I hope that these documents are self-explanatory, but if you have any queries please contact me at Westside. Naturally the suggestion for meetings and completion dates are merely recommendations, and each authority is entirely free to decide upon its own programme.

Once again, thank you for your help with the project.

Yours sincerely,



Fiona Dowling,
Project Officer.

Enc.

AN OUTLINE FOR THE INNER NETWORK, NOV 85-JULY 86

I Stage One, Nov 85-March 86. The Value of Exercise and the Reality of Pupil's Activity Patterns

LEA Meetings

1) Setting the Scene

- a) Establish aims of the working group within the project's time-line.
- b) Look at:
 - i) *Dickenson 'Activity Patterns and Perceptions'
 - ii) *Review of medical and physiological evidence to support the case for exercise.
 - iii) Discuss implementation of questionnaires in own schools.

Teachers in Schools

1) Activity Questionnaire

- a) Relay information from LEA meeting to own department.
- b) Discuss target group for activity pattern questionnaire; decide upon time of data collection, etc.
- c) Implement questionnaire*; analyse data*
- d) Discuss implications.

2) Pupil perceptions of Phvs. Ed.

- a) Decide upon target group and time of administration of questionnaire*
- b) Collect data.
- c) Analyse data and discuss findings.

II Stage Two, April 86-May 86. Establishing a Rationale for a Focus on Health within Physical Education

LEA Meetings

2) Activity Patterns, Pupils' Perceptions and the Existing Curriculum : Where Do These Head Us?

- a) Report back on findings of activity patterns and pupils' perceptions of physical education.
- b) Look at where health and fitness can fit into the existing programme.
- c) Discuss curriculum issues or motivation, adherence* and assess existing programmes.

3) Existing Resources and 'New' Ideas

- a) Establish a group rationale on a focus of health in phys. ed.
- b) Look at resource materials* produced by project, and examine own ideas.
- c) Explore the requirements necessary to implement changes in the curriculum for the next academic year.

Teachers in Schools

3) Building Up a Rationale

- a) Discuss existing curriculum within department.
- b) Where does health and fitness fit in, or do we need to make changes?
- c) Start to develop possibilities where health and fitness could be incorporated into the programme.

III Stage Three, June-July 86. Planning Part of a Physical Education Curriculum Incorporating a Focus on Health.

LEA Meetings

Teachers in Schools

4) Looking at the timetable

- a) Decide where to implement change.
- b) Discuss lesson content and draw up schemes of work.
- c) Plan to incorporate within the curriculum for Sept 86.

* Documents will be provided by the project.

NB Please read accompanying guidelines for the work of the 'Inner Network', which provide a more detailed account of the developments contained within this framework.

Fiona Dowling, 1985

To: Members of the Inner Network

An Introduction to the Inner Network: The goals of our work and some words of welcome.

The aim of this project is to develop

"... through school phys. ed. programmes, an important contribution to health ed. by promoting a healthy active lifestyle and by setting physical exercise in the context of a broad concept of health, embracing the physical, social, and emotional aspects of life."

First of all, thank you for volunteering to become a member of the team of teachers, who will work closely with the project, in beginning to establish a health focus in phys. ed. Indeed, the role you shall play is vital: you have not only the experience of today's teaching environment, but also many of you have extremely worthwhile ideas of how to interpret a health focus in schools which can be shared by other members of the profession. In the past, hostility and the competition of the games field has often overflowed into the working environment; this project realises the need for professional co-operation, and you, by joining the Inner Network, have taken the important step of joining forces in a common goal - after all, the development of young people is central to the work of the phys. ed. profession.

The accompanying programme for the period up to September 1986 is a document with the purpose of providing you with a working framework. Naturally the project has to outline such targets, on account of the 2 year funding for our work and the existing pressures to develop ideas within the time scale, but some of you will be unable to keep strictly to the time line.

The working structure can be divided into three main themes.

i) Stage One - The Value of Exercise and the Reality of Pupils' Activity Problems.

This stage is planned to assist you in developing a case for a focus of health in phys. ed. By looking at the activity patterns of young people, - the research Dickinson carried out indicates very low levels of activity - and examining the research evidence highlighting the worth of physical activity, it is hoped that you will begin to see where changes in the curriculum may need to occur. The activity questionnaire which we would like you to execute is simple to administer, and we believe it is much better for you to use your own research findings as a basis for change, rather than accept other people's data as sacrosanct. As the project perceives increasing children's activity levels as an important influence on their health, an assessment of present patterns will provide the necessary information on which areas will encourage activity in the future.

In addition, it has been illustrated that teachers' and pupils' perceptions on phys. ed. differ considerably, and in particular, what teachers perceive as being chief motivations in activity are often the opposite, and in reality, these factors cause children to turn away from physical pursuits. Also, children are, on the whole, ignorant about what happens to their body during exercise, so we believe it would be useful for you to establish the extent to which your pupils understand this area. Hence, the second part of this stage requests you to carry out another mini-questionnaire to provide you with further evidence on which to base your new ideas, and at the same time to provide you with an important indication of how your pupils perceive its relevance and direction.

ii) Stage Two - Establishing a Rationale for a Focus on Health Within Physical Education.

This stage is a progression from your initial data collection and hopefully will provide final evidence to assist you in establishing a rationale in health based phys. ed. By utilising specially prepared discussion documents, the issues of competition, motivation and adherence to phys. activity by young people can be revisited: obviously the curriculum has to be the right balance between these issues. The project strongly believes that a focus on health will facilitate a more balanced programme, especially against the traditional backcloth of games-dominated phys. ed. timetables. In debating the issues, no doubt you will formulate firm thoughts on how you believe a health focus can be incorporated into a balanced phys. ed. programme for the benefit of pupil development, and therefore, the next logical stage of your work will be to start exploring the possibilities of putting these beliefs into practice within the curriculum. We can provide examples of how the Americans have approached the area over the past five years or so and we also have examples of ideas developed in Britain. However, we are well aware of your own examples and these are what we are eager to help you develop.

iii) Stage Three - Planning Part of a Phys. Ed. Curriculum with a Focus on Health and Piloting Resource Materials.

This final stage will draw together the previous sections of development - the establishment of a case for health in phys. ed. and the role health can play in a balanced programme - and it is hoped that you will translate your rationale into a practical teaching setting to produce resource material for your own school and to share with colleagues. The project believes materials can be produced in two ways: firstly, by examining the different ways in which a specific subject area can contribute to a variety of general themes, for example, gymnastics can contribute to work on strength, flexibility and general body conditioning; or secondly, a general theme such as flexibility can be looked at in its entirety, and examples provided of where inputs can be made from specific content areas. In addition to your own important ideas in this field, the project has set up a number of working parties to produce resource materials in this way, and hopefully these will prove useful to evaluate in the teaching environment; albeit at a later stage in the project.

Evaluation and the Future

If we look ahead to the academic period September 1986 to July 1987, obviously the project will be looking towards evaluations of all piloted material, and also, will be welcoming any feedback which you may wish to provide with regard to the 'Inner Network' structure and the development process per se. Of course, at any stage of the programme your opinions on the project will be highly valued, as in a project of this nature there is no one correct way of pursuing the desired goal, and thus everyone may have something important to offer a hopefully successful venture.

I do hope that during the year I will be able to visit one of your central meetings: to meet you all and to share the development of your ideas. Until that time, however, I wish you all a very rewarding development period and hope that you will find the extra work a refreshing exercise: having taught in schools I do realise the problems of the many constraints which are placed upon you, and I therefore fully appreciate the commitment which you have made to the project. Thank you. I trust that this paper has provided you with all the information you require, but should you need further clarification, please contact me any time at Westside University.

Fiona Dowling
November 1985.

APPENDIX F

HEALTH AND PHYSICAL EDUCATION PROJECT RESOURCE MATERIALS

Within the original draft copy of the project's objectives it was stated:

"having identified, as a baseline, relevant areas related to the project's theme, a writing group will prepare materials for piloting in the five support groups"

The so-called "5 groups" refers to the LEAs of , , and , - all willing LEAs wishing to take part in the Inner Network. Since this original copy was drawn up a number of other LEAs have expressed a strong desire to participate in the Inner Network: namely, , Borough of , and so on.

It is proposed that these LEAs will pilot the use of resource material drawn up by specialist working parties, and contribute to the ultimate production of nationwide resources in the field.

The project, it seems, must decide whether or not these pilot materials will be made readily available - before sufficient evaluation has occurred of their content - as this will, in effect, have some bearing on the time deadlines and allocations allotted for each area. In many ways, it seems that we must sacrifice wide accessibility in order to prevent misinterpretation of initial developments and themes, and produce small-scale, easily adaptable health based activities for just those schools in the IN to explore. In this way the work of the project will hopefully avoid being yet another 'flash in the PE pan', and the early experiences of the participating schools can make a positive contribution to the finished teaching aids. On the other hand, if innovation is to be successful, evidence does exist which would favour widespread accessibility to resources: teachers attitudes change more readily if they can practically experience the concepts of change being promoted. In this instance, therefore, initial materials could catalyse a receptive environment for a change in focus, as long as it was clearly stated that the ideas were in an experimental stage and that there was provision made for productive feedback.

In the light of these statements, simple guidelines must be drawn up to assist working parties in setting about their task of producing material: it is essential that there is a recurring thread running through the entire series of booklets to enable busy teachers to develop a generalised pattern of teaching across the curriculum. Similarly, the writers must consider existing school practices and the constraints of many school environments which might impede the execution of their ideas. Whilst the case for the individual subject under review must be stated, at the same time, it must be linked to the current pattern of physical education in secondary schools today. It would be useful if a general booklet and/or teacher's handbook could accompany the materials, to assist PE teachers in developing a rationale for a health based curriculum; in addition to the planning structure for departments engaged in the IN, which will include a rationalising process, any opportunity which can act to compliment and reinforce the fundamental ethos of the project can only benefit the development.

BACKGROUND INFORMATION FOR RESOURCE MATERIAL WORKING PARTIES

The Health And Physical Education Project has been funded by the Health Bureau in conjunction with the Physical Education Teachers Group of Great Britain and Northern Ireland. The project proposes to examine the issue of health within the context of physical education and to capitalise upon the richness which the subject has to offer young people, against a backdrop of healthy active life styles. The area cannot be defined in 'black and white' terms, and indeed the aims of the project are manifold. In order to assist the specialist working parties to produce their resource material, I will attempt to throw light on some of the perceived key issues in the field, but it must be realised, that the initial resource materials themselves, will contribute to an overall understanding of the implementation of health based physical education in the long term.

In reality, many teachers value the notion of health education and an understanding of the effects of exercise on the body - unfortunately, the translation of these beliefs into practice has been piecemeal and in some cases, it has been assumed that they are a natural spin-off from the traditional PE curriculum. It is hoped that the work of the project can provide a developmental framework for teachers to actively set about focusing their attention on the issues and to realise the potential richness of a health focus in physical education.

Naturally the increasing amount of medical and physiological evidence which highlights the positive effects of exercise on the cardiac and circulatory systems, has helped to raise the consciousness of the profession towards a notion of health, as well as the general public, and PE teachers would like to fulfil a role for providing individuals about themselves. The pupils, too, are crying out for information on how to look after themselves and of how to look great. Yet, to date, there has never been a concerted effort within the profession as a whole to set about providing pupils with the relevant information to aid them to their goal.

Of course certain aspects of a traditional curriculum - gymnastics, swimming, running and so on - have provided isolated incidents of body maintenance and conditioning, but it is rare if teachers actually have the time, or have been given encouragement, to provide pupils with a general framework for understanding these separate compartments. Moreover, the historical development of the British PE curriculum has often led to a games-dominated curriculum, finding its emphases in skills teaching and competitive major team games, leaving little time to throw light on active living. Of course, major team games can provide an excellent opportunity for active participation, in addition to the cognitive and competitive challenges they pose, but PE teachers must be aware of some of the dangers which traditional games can pose with regards children's negative attitudes and perceptions of physical activity. It is hoped that the resource material books can provide the bridge between existing curriculum areas and a focus of health and active living, by proposing ways in which traditional and 'new' areas can overlap and compliment each other. For example, the way in which playing regular hockey can provide a means to exercise, or pursuing gymnastics can contribute to greater flexibility and strength. On the other hand, it is hoped that some materials will open up completely new avenues for exploration.

With reference to the latter, for example, the working party on 'experiments' in basic physiology will provide an exciting and challenging 'new' area for PE teachers - although still working within a practical setting, rather than simply concentrating on activity per se, teachers can provide pupils with a little background knowledge about the role of their bodies within that setting. Certainly the educational environment is ripe for curriculum development, and new initiatives in general curriculum planning such as TVEI, CPVE and recommendations on INSET must be capitalised upon in initiating vital development. The growing importance of the personal and social development of pupils must also be considered within the structure of physical education.

PROPOSALS FOR THE PRODUCTION OF RESOURCE MATERIALS

There will be a number of stages in the development of resource materials, and there will be certain subject areas which will demand special consideration. On the whole, however, it is proposed that working parties will follow these guidelines:-

- a) After initial contact from the project, and where a number of different specialists are involved, there should be a meeting to allocate responsibilities and to discuss priorities. At this meeting a deadline date for an initial draft of work must be set.
- b) Independent production of materials can be developed within the agreed framework.
- c) A final meeting shall take place to overview the entire package and to ensure that the separate inputs complement each other. If any changes are required a further deadline must be set for the completion of these.
- d) Finally the project will edit and produce the package, including the provision of a feedback mechanism.

Guidelines for the structure of information booklets on health based physical education

It is hoped that the following points will provide writing groups with a useful frame of reference, within which they can develop their own ideas on the subject of health and physical education and yet at the same time, to organise their material in such a way as to complement other topics in the series.

a) Introduction

The project believes it would be useful if there could be a brief introduction to the booklet, which relates the specific topic area to the general notion of a health focus in physical education. In other words, it would be helpful for teachers if they can readily identify where, for example gymnastics, can fit into an overall programme on health and fitness.

b) Practical ideas

The main section of the booklet will obviously be that of providing practical ways in which to fulfil a focus on health. To a greater degree, the presentation in this section will depend on the topic area itself; however, if the following can be included that would be marvellous!

- warm-up material with a focus on health
- beginner, intermediate and advanced stages of development
- an indication of the duration of the lesson/block of work, etc.
- further information on how to develop an idea

c) Equipment

If specific equipment is required for the activity - for example a bicycle ergometer, in teaching pupils about the effects of exercise on the body - then it would be useful if advice on this could be given: value for money; standard of equipment and so on.

d) Resource Material

A list of useful texts concerning the topic area would be invaluable for teachers, whose constant cry is one of a lack of information on where to find out about topic areas.

APPENDIX G

HEALTH AND PHYSICAL EDUCATION PROJECT

EVALUATION

Inside Evaluation

1. Periodic reviews
Regular meetings of project team: Prof. Coat,
Fiona Dowling, Mr. Smith.
2. Critical friends
 - a) Steering Committee
 - b) Consultative Committee
3. Resource Materials feedback
 - a) Monitoring Questionnaire (on computer)
 - b) Expert scrutiny
 - c) Teachers' courses
4. Local Education Authorities
2 M.Phil. students - monitoring teacher groups in
their Authority.
5. Impact of Project (Fiona's M.Phil.)
 - a) Questionnaire/interviews
 - (i) Inner Network
 - (ii) Sample of Outer Network
 - b) Case Study of a Local Authority Teacher Group

Outside Evaluation

1. Professional Peer Review
 - a) Conferences
 - National BAALPE
British Universities PEA
Commonwealth Conf.
 - Regional DES courses
 - Local L.E.As

