

# **INSPECTION AND THE DEVELOPMENT OF THE SELF-MANAGING SECONDARY SCHOOL**

*A thesis submitted to the University of Manchester for  
the degree of Doctor of Philosophy in the Faculty of Education*

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# **INSPECTION AND THE DEVELOPMENT OF THE SELF-MANAGING SECONDARY SCHOOL**

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## **ABSTRACT**

This thesis draws upon the development of one Local Authority's inspectorate from September 1988 until September 1994 in the context of national legislation and the local management of schools. The general assumption that inspection, often ill defined and lacking clear focus, leads to school improvement is challenged. It is suggested that inspection is necessary for quality assurance but is not sufficient for school-based improvement in the self-managing school. A theoretical framework is developed against which the nature of any inspection process can be analysed.

The nature of school improvement and effectiveness is then considered. Recent writings and research on the effective self-managing school are examined and the impact of a variety of inspection strategies is evaluated. It is argued that school development takes root only if adaptations to the organisational structure of the school are negotiated by motivated members of the school organisation. A tentative theoretical framework for the linking of inspection with individual school improvement through negotiated evaluation using a critical friend is advanced.

## **DECLARATION**

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I received unswerving support from the County Education Officer, Hereford and Worcester, Mr John Turnbull. His willingness to engage in discussion about restructuring in the light of the 1988 and 1992 Education Acts has been an immense source of inspiration. I have also received invaluable help from Dr Charles Hoy, my supervisor. His guidance has been shrewdly based on a perceptive understanding of the issues. Dr Victor Booth, formerly an inspector with Hereford and Worcester, has encouraged me to continue the study and has read it through with a critical eye informed by practical experience.

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## INTRODUCTION

Like the youth who through an Alpine village passed bearing "a banner with the strange device" (Longfellow, "Excelsior") so OFSTED carries the slogan: "improvement through inspection". This thesis challenges such a simplistic statement and puts forward a more sophisticated strategy for supported school improvement. In such a situation it behoves the author to outline the position from which such challenge is made.

Forty years ago I started teaching, mainly history, in the USA and later gained considerable experience in Canada, Glasgow and Devonshire before taking an advanced certificate in education at Bristol University. Three years of middle management at a Bristol comprehensive school was followed by a period lecturing at Bristol University and acting as a school-based tutor. I was appointed headteacher of a school in Bath in 1970. The school was to be formed from the merger of a secondary modern school and a technical grammar school. In 1976 I moved to the headship of a large comprehensive school with a sixth form of two hundred in Bristol. In January 1986 I joined the Local Authority Inspectorate in Staffordshire as senior inspector, secondary. Finally in September 1988 I was appointed principal county inspector in Hereford and Worcester. This professional background provided me with a school perspective of local authority and central government that developed and broadened as I took on the professional role of an inspector working for a local authority.

In fact I found it difficult to assess exactly what the role of an inspector was in 1986. After a few weeks in post I asked an experienced colleague senior inspector about his view of the role of an inspector. He answered with an anecdote which illustrated the impact of the perceptions of others and the vital need to remember that our job was all about teaching and learning. Early in his time as a modern languages inspector in Staffordshire Dennis Pegg had visited a middle school in the north of the county to assess the work of a probationary teacher. Upon arrival he was met by the headteacher resplendent in his gown. He was swept through the school. The classroom door was flung wide and the headteacher announced: "Mr Pegg the county inspector!" The probationary teacher promptly fainted. The headteacher took her out to the staff room leaving Dennis Pegg to teach the class. This story started me thinking seriously about the real as opposed to the perceived role of inspectors.

In 1988 when I joined Hereford and Worcester I was asked by the County Education Officer to address the headteachers in the county about inspection and the developing role of the local authority Inspectorate. Conscious of the power of images and metaphor, Gareth Morgan (1986). I outlined three models for an Inspectorate. First, the military model when an inspection was used as a means of checking that an organisation was smart and carried out routines efficiently. Secondly, the medical model when the inspection diagnosed ills and suggested cures. Thirdly, the model using the "critical friend". Critical friendships have been described as:

"practical partnerships entered into voluntarily, based on relationships between equals and rooted in a common task or shared concern".

(Day, Whittaker, and Johnston 1990)

I suggested that the three models could be placed on a continuum ranging from the audit or military model to the advice or medical model. The key to development was participation in the process at school level and the critical friend approach was the only one of the three that involved the schools as equals. My stance was clear. The local Inspectorate would work with self-managing, self-developing, self-reviewing schools in the role of critical friend. This position was developed with colleagues in the Inspectorate and sent out to all schools following presentation to the Education Committee.

The academic year 1993-4 saw the start of a new system of inspection in England created by the Education (Schools) Act, 1992. Registered Inspectors were charged by the Schools Act to report on the quality of the education provided by a school; the educational standards achieved in a school; the efficient management of the financial resources available to a school and the spiritual, moral, social and cultural development of the pupils. OFSTED had been created using the military model as a result of the political climate of the early nineties in the United Kingdom. In the light of this government initiative we developed in Hereford and Worcester "Inspection Plus" based upon a discussion paper I produced in January 1992 as a response to the proposed Education (Schools) Act. It will take time for the national organisation to adapt to the more effective role of critical friend but it is my contention that if schools are to improve then such a shift from the military model towards the critical friend role is essential.



The evidence for such statements as that on page 27 "Many HMI felt that their professional judgement of standards of learning had been challenged by OFSTED" is the writer's personal record of conversations held with HMI members of designated writing teams.

# **INSPECTION AND THE DEVELOPMENT OF THE SELF-MANAGING SECONDARY SCHOOL**

## **SECTION ONE: THE NATURE OF INSPECTION**

- Chapter 1:               The spectrum of inspection from quality assurance to quality development in the eighties and nineties.
- Chapter 2:               Changing role of the inspector; concept of the Janus role.
- Chapter 3:               A paradox unpacked from a portmanteau word; case study of change in one LEA.
- Chapter 4:               Towards a framework for inspection.

## **SECTION ONE: THE NATURE OF INSPECTION**

### **Chapter 1: The spectrum of inspection from quality assurance to quality development in the eighties and nineties.**

In Lewis Carroll's Through the Looking Glass Humpty Dumpty explained the meaning of "slithy" to Alice saying: "You see it's like a portmanteau - there are two meanings packed up into one word". Inspection is very much a portmanteau word. It is defined in the "Shorter Oxford English Dictionary" as:

"The action of inspecting or looking narrowly into; careful scrutiny or survey; close examination: 'spec', official investigation or oversight".

Furthermore because standards in education have become a political issue different people use a meaning that most suits their particular stance.

The political nature of the slant used can be seen clearly after the Education (Schools) Act 1992. Under this act the post and office of Her Majesty's Chief Inspector of Schools in England (HMCI) was established and the Office for Standards in Education (OFSTED) was set up and given the task, in addition to other duties, to:

"secure that every school in England which is covered by Section 9 (3) of the Act is inspected at prescribed intervals by a registered inspector".

(Education Schools Act, 1992).

In the Coopers and Lybrand report, "A Focus on Quality" (OFSTED, 1994) the role of

OFSTED in setting up the new arrangements for school inspections was set out:

"Between September 1992 and November 1993 OFSTED fulfilled the general and more detailed requirements of the Act by:

- publishing the statutory Framework (OFSTED 1993) for the inspection of schools, which sets out the scope, criteria and standards of inspection, and a Handbook for the Inspection of Schools (OFSTED 1993) which provides guidance on the application of that Framework;
  - training and registering inspectors, to date including 2,400 secondary team members of whom 520 are registered to lead inspections; 1,000 primary team members of whom 350 are registered; and 1,200 lay inspectors. Within the numbers of secondary and primary team members are 200 team members for special schools of whom 45 are registered to lead inspections in these schools;
  - establishing systems for contracting, monitoring and evaluating inspections; retrieving data; handling compliance and complaints issues; communicating with inspectors, governors, schools and others involved in inspections.
7. OFSTED has also established teams to deal with quality assurance and development work, arrangements for schools requiring special measures and a system for monitoring the quality and implementation by schools of the post-inspection action plans required of governors. In short, OFSTED's year has been one of intensive planning, preparation, and implementation of the new system. The driving force has been OFSTED's central purpose: **improvement through inspection.**"

(OFSTED, 1994, p.p.6-7)

Clearly the driving force behind the setting up of OFSTED was the use of inspection to bring about improvement in education. The "Corporate Plan" (OFSTED, 1993) was sub-titled "Improvement through Inspection" and the corporate purpose was stated in bold type:

**"The purpose of OFSTED is to improve standards of achievement and quality of education through regular independent inspection, public reporting and informed advice".**

(OFSTED, 1993, p.5)

This simplistic use of inspection as the route to school improvement must be seen against a popular feeling that existing inspection arrangements were unsatisfactory and a professional warning that the process was too complex for simple solutions. The Parents' Charter (1991)\* demanded "straightforward reports" and a clear tension developed between the political demand for swift improvement and the professional awareness that teaching and learning were part of a complex and dynamic process.

In the "Study of H M Inspectorate in England and Wales" (HMSO 1982) the difficulties faced by HMI were set out:

### **"Inspection of Schools**

3.2 It is inevitable that, given the relationship between the size of HM Inspectorate and the size of the education system, the work of inspection is a broad sampling process. Although it may have been the case in the last century that all schools in receipt of grant from central government were inspected formally on an annual basis, that was no longer true by 1902. Immediately before the first world war, the cycle of full inspections of secondary (i.e. grammar) schools, already a much more detailed process than in the 19th century, was envisaged as every five years. That cycle had become ten years by 1922 and effectively got longer and longer until in the late 1950s it had no practical meaning for the purpose of planning HMI time. As for primary schools, no concept of a cycle of inspection, in the sense once implied for grammar schools, has effectively existed for sixty years. The extent of the sampling process can be judged from the following figures:

---

\* Cabinet Office(1991) "The Citizen's Charter: Raising the Standard" London, HMSO

**Table 3.1      Total Number of Schools Visited by HMI in England, 1979 and 1980**

	1979		1980	
	No. of Visits	No. visited as % of all schools in category	No. of visits	No. visited as % of all schools in category
Primary	4,216	20	4,375	21
Middle	557	40	558	40
Secondary	2,202	54	2,979	74
Independent	590	25	417	18
Special	592	37	723	45
<b>All schools</b>	<b>8,157</b>	<b>27</b>	<b>9,052</b>	<b>30</b>

3.3 These figures include inspection visits of all kinds ranging from half day visits for purposes of routine scanning on a territorial basis or in relation to a subject specialism; to small team inspections looking at a particular aspect of an institution's work; to formal inspections of a whole institution which might involve a team of as many as 15-20 HMI for a week or more".

(HMSO, 1982, p.p.11-12)

In addition to HMI inspections each local authority employed inspection and advisory teams to review LEA schools. The work of LEA advisory services was itself being reviewed and the Society of Chief Inspectors and Advisers, SCIA, produced a discussion document "LEA Advisory Services and the Education Reform Act 1988" (1989). Significantly the concept of inspection is broadened in this document to cover inspection and evaluation in all its forms:

- "20 If the promotion of quality is seen as one of the core purposes of advisory work, it is clear that observation and evaluation of existing practice will continue to be central functions by which this is achieved.
- 21 Evaluation should normally be a more dynamic activity than simply inspecting 'what is'. There are many ways of evaluating - or determining the worth of - the work of schools and colleges. To be influential and meaningful, evaluation must seek to ensure that the institution's work is appraised in the following five main contexts:
- i) **the stated aims and values of the institution and, stemming from these, its development plan and objectives;**
  - ii) **the implementation of the National Curriculum and associated arrangements, and other appropriate national and local policies;**
  - iii) **the use made of locally managed resources and the effectiveness of the school management plan in securing the educational objectives in (i) and (ii) above;**
  - iv) **the existence of good practice, and the processes by which it has been achieved, which may be disseminated appropriately;**
  - v) **a vision of 'what might be', that is to say, what it may be possible for a particular institution to achieve in addressing the complex and changing demands which face it in helping young people move towards the 21st Century.**
- 22 The usefulness of 'full inspections' needs to be weighed against the heavy time demands they impose on a large range of staff and the sometimes unwieldy data they produce. At best, an inspection amounts to a 'snap shot' of a school which is liable to rapid dating. Evaluation which draws not only on inspection data but on regular advisory involvement with a school through all the phases of its planning and development is likely to yield more durable and credible information which can be put to direct use in promoting the school's objectives and priorities."

(SCIA, 1989, p.p. 8-9)

The complexity of the meaning of inspection was also highlighted by Eric Bolton (1991) in the annual report 1989-90 when he was HM Senior Chief Inspector of

Schools.

"155. A substantial majority of LEAs, perhaps two-thirds of the total, now have policies in place which, when fully implemented, should provide soundly-based assessments of the quality and standards achieved by each school and college and by the LEA as a whole. Nevertheless, LEA inspection and advisory services generally are hard pressed to do all that, and at the same time to support schools and teachers in the management of change.

156. Most LEAs have adjusted the balance of work of their inspection and advisory services to give greater attention to monitoring, inspection and reporting, and have increased the numbers of advisers and inspectors by making key appointments in neglected phases and subjects of the curriculum. In the process there has often been a shift of emphasis among inspectors and advisers from specialist to more general roles; advisory teachers have taken over more of the responsibility for the delivery of INSET, and there has been some blurring of the distinctions between officers and advisers.

157. In developing their inspection policies, some LEAs have regarded formal team inspection and the validation of institutional self-review as the alternatives available to them, and have opted for one or the other. Single-minded reliance on the former would unduly stretch the resources of most LEAs; greatly reduce their capacity to provide advice and support, and still leave an unacceptably long gap between successive inspections of each institution. On the other hand, institutional self-review is important for the institutions themselves, but its findings cannot stand alone. They need to be validated, or challenged, by independent evidence of what is actually happening in classrooms. At worst, total reliance on self-review is the last refuge of advisory services which are unwilling or unable to inspect.

158. A third option, well understood in many LEAs but scarcely used in others, is systematic routine visiting, typically by one or two inspectors for a day, that is relatively informal and yet makes and delivers judgements about standards and leads to a retrievable record. Properly organised, and supplemented as necessary, this could deliver much of what LEAs most need: namely informed, no-axe-to-grind judgements about what is actually going on in their schools.

159. No matter how thorough the audit provided by the inspection process, however that is managed, it will only be of value to the institutions if it is backed by sound advice and support for



improvement. For many LEA inspection and advisory services there is still tension between the new emphasis on inspection and the less judgemental role of support and development. Partly in response to this, some - but comparatively few - LEAs have separated the advisory and inspection roles completely. A very small number has opted for an Inspectorate without an advisory service, but most still seek to combine the roles.

160. Total separation of inspection and advice is a mistake. LEA inspection, however professionally impartial, will not lead to improvement unless inspection and its findings are in some way linked into the advice and support that should be based upon them. Similarly, effective advice and support need to be rooted in a first-hand knowledge of the schools' existing strengths and weaknesses that is necessarily based, in part at least, on inspection."

(Bolton, 1991, p.23)

Reading through this annual report by HM Senior Chief Inspector of schools the professional unease at the simplistic imposed national audit model is apparent. The point is made that most LEAs, perhaps two-thirds of the total, have policies in place to provide inspection, advice and training for schools. The limitations of a reliance on self-review are outlined and the suggestion made that such review supported by "systematic routine visiting" should provide much of what LEAs most need. The vital importance of what schools need in order to improve is taken up in paragraph 160 but the issue of a partnership of equals is not addressed. Inspection still remains something done to schools rather than with schools though the linkage between inspection and advice and support is stressed.

The passing of the Education Reform Act (1988) created a heated debate about the role of monitoring and evaluation in the work of inspectors and advisers. The Audit

Commission produced an influential report "The Role of Local Education Authority Inspectors and Advisers" (1989). In this report it was made clear that both monitoring educational quality and advice to improve it are crucial.

### **"THE NEED FOR INSPECTION AND ADVISORY SERVICES**

14. The new management framework for schools and colleges means that the LEA will play a less directive and a more strategic role: planning the patterns of provision and determining the total resources available for education. ERA also leaves in place two requirements in the Education Act 1944, one in relation to schools and the other in relation to further education. Each LEA has a duty to ensure that '....schools....are sufficient in number, character and equipment to afford for all pupils opportunities for education offering such variety of instruction and training as may be desirable in view of their different ages, abilities and aptitudes' and a duty'....to secure for their area the provision of adequate facilities for further education".
15. These duties require a range of monitoring functions. They are needed to guarantee to the LEA and its electors that an appropriate service is being provided. But monitoring has a further role, in needs assessment. The information generated should supply some of the answers to the question: how far does what is being provided (however well it is done) correspond to what is needed?
16. More specifically, Section 77 of the 1944 Act gives LEAs the right to cause inspections of the educational establishments they maintain, and the many duties laid on LEAs in ERA to secure satisfactory performance from schools and colleges imply the need for effective monitoring of the work of individual schools and colleges. And the DES has made clear that the LEA has the prime responsibility for monitoring the implementation of the national curriculum."

(Audit Commission, 1989, p.7)

The debate led to a paper produced for the National Association of Inspectors and Educational Advisers (NAIEA) by Coopers and Lybrand Deloitte with the title "The Future Role of Inspectors and Advisers: A Practical Guide" (1992). In this paper the functions carried out by LEA Inspectors/Advisers were delineated:

"215 Not all of the functions listed below are carried out by Inspectors/Advisers in all LEAs. There are also, doubtless, additional ones and in some LEAs some of these functions will be undertaken by officers. But all the activities can legitimately be regarded, for the purposes of this guide, as falling within the categories of inspection and advice.

(a) providing the interface between the LEA and those national bodies which are responsible for the national curriculum and assessment; National Curriculum Council (NCC), Schools Examination and Assessment Council (SEAC);

(b) acting as the agent of the LEA on behalf of the government to organise and deliver a range of initiatives, for example:

- facilitating, advising on and monitoring the development and implementation of the National Curriculum and the wider curriculum together with the associated assessment procedures;
- supporting and/or managing GEST developments, for example:
  - the IT in Schools Initiative;
  - governor training;
  - the introduction of LMS;
  - the planning and delivery of inservice education and training (INSET);

(c) co-ordinating and evaluating bids for, and monitoring and accounting for, external funding:

- GEST funds;
- Section 11 grants;
- European Commission grants;
- City Challenge;

- (d) appraisal of heads and the associated training of staff;
- (e) inspecting the quality of teaching and learning in schools - including thematic reports across an LEA - in order to enable the LEA to exercise its functions (including the requirement of the Education Reform Act 1988 Act (Section 1. (1) and (2) to secure that the curriculum for maintained schools, promotes the spiritual, moral, cultural and physical development of pupils);
- (f) advising governing bodies on appointments of heads on behalf of the Chief Education Officer;
- (g) managing, advising and supporting staff within the inspection/advice team;
- (h) planning general educational provision, including provision for special educational needs;
- (i) liaising with architects on building design;
- (j) advising the LEA on the health and safety implications of provision;
- (k) responding to general complaints made to the LEA about educational provision, including complaints under NCC or Standing Advisory Council for Religious Education (SACRE) regulations;
- (l) monitoring education provided "otherwise than at school";
- (m) inspecting a school or parts of a school at the school's request in order to diagnose problems;
- (n) working with a school to correct faults or problems identified by the school or by the Inspectors/Advisers working on behalf of the school;
- (o) advising governors on staff appointments at the request of the governing body;
- (p) giving general advice to heads and governors;
- (q) managing programmes of staff development for teaching and non-teaching staff;

- (r) advising upon and providing INSET at the school's request;
- (s) advising and supporting individual heads and teachers in order to improve their management and teaching ability;
- (t) counselling individual teachers on their career development;
- (u) carrying out inspections within the new legislative framework."

(NAIEA, 1992, p.p. 10-11)

The report went on to suggest that:

"If the LEA is satisfied that the reports of the new inspections will meet its needs then it may decide, particularly given financial pressures, to suspend its own programme of inspections and to rely upon the new inspections instead."

(ibid. p.14)

This detailed delineation of the role of LEA Inspectors/Advisers lists twenty-one aspects of the job. Three of these twenty-one aspects mention inspection; six mention advice and the remainder are providing, planning, monitoring, evaluating and managing projects. Coopers and Lybrand Deloitte clearly saw the complexity of the role and found the weight of activity in the advice and support for schools rather than inspection. Thus the twin aspects of the process covered by the one word inspection surfaced once again.

Perhaps this report led some who saw the role of inspection as a means to seek out failure to become critical of the OFSTED "Framework". The very complexity of the role as outlined by Coopers and Lybrand Deloitte meant that those seeking to raise standards by external inspection demanded inspection that concentrated on the

"essentials". These were defined very narrowly. Sheila Lawlor (1993) wrote in a critique of the "Framework for the Inspection of Schools" entitled "Inspecting the School Inspectors":

"School inspection should primarily be a matter of inspecting the academic standards of a school on the basis of objective evidence. It should identify the poor or failing school with low or declining standards, or the school in breach of the law or regulation. Once identified, the failing school can receive the necessary help, advice and support. To succeed, school inspection must, like other inspection, concentrate on this central - and limited - task. Attention, time and money should be concentrated on essential things. And the central purpose of inspection should not be confused by including a range of inessentials or tangential matters. Moreover, inspection should be based on the premise that high academic standards and aspirations are the surest basis for all the other things which make for a good school: politeness, discipline, order, good relations between pupils and teachers and amongst pupils, and a sense of the importance of education and cultivation. The 1992 Education (Schools) Act requires that some of these things should be inspected under separate headings, and this can also be done simply and objectively. But only an inspection which concentrates on the essentials and reports accordingly will reveal accurately the standards in a school and serve to identify failure or likely failure".

(Lawlor, 1993, p.20)

Inspection as a term has been used to embrace the activity of audit and advice supporting development. In the NFER research by Maychell and Keys, (1993) the composition and size of LEA inspection/advisory teams confirmed this dual purpose:

"The great majority (71) of the 80 LEA officers completing the questionnaire, who were normally chief or deputy chief advisers/inspectors, indicated that the main focus of their own role was inspection and advice combined. Most of the remainder (7) saw their role as mainly inspectorial, with only two respondents saying that their role was mainly advisory.

Most LEAs (61) had combined inspector/advisor teams, i.e. the same personnel carried out both inspection and advisory duties. Four had separate teams for advice and inspection and three had inspectors only. In the remainder of LEAs the following posts existed: advisers and adviser/inspectors (5 LEAs); inspectors and adviser/inspectors (2 LEAs); and inspectors, advisers and adviser/inspectors (3 LEAs).

**Table 2.1 Numbers of advisers/inspectors and advisory teachers by size of LEA:  
LEA responses**

<b>LEA size band (No. of pupils)</b>	<b>Median No. of inspectorial/ advisory staff (I/A)</b>	<b>No. of LEAs in each band</b>
up to 30000	16	25
30001-45000	16	14
45001-80000	25	18
over 80000	43	21

*Medians based on all LEAs providing information of staff numbers (N=78)"*

(Maychell and Keys, 1993, p.8)

The legislation to set up a national inspection programme had led to a debate but on the ground in the schools the same faces appeared to provide advice and support and, in many areas, to carry out inspection. It is understandable that there is some confusion about inspection of secondary schools in England in the mid nineties. In research carried out at Bristol University Nigel Cromey-Hawke (1995) has surveyed forty-four secondary schools. In answer to the question: "If schools are not to be made accountable through such a structure as OFSTED, what quality assurance strategies should be adopted?"

The pattern of responses was classified:

- " 21% valued OFSTED or a similar model.
- 16% wanted a return to the LEA model
- 16% wanted purely internal review and development models.
- 9% wanted to buy in their own consultancy services.
- Others - unspecified."

(Cromey-Hawke, 1995)

In an Education Management Information Exchange booklet "What Headteachers and Teachers Think about Inspection" Joan Dean (1994) states: "It is also evident, however, that most headteachers anticipate that the first purpose of OFSTED inspections will be to provide accountability, rather than development". (p.6). This is hardly surprising as the "Handbook for the Inspection of Schools" (HMSO, 1993) was devised and written by HMI. Their main concern was with standards of learning as outlined in "HMI in the 1990s" (HMSO, 1990)

- "1 HMI's judgements are based on **observation**, that is on the first-hand evidence of the learning and teaching, the examination of pupils' and students' work and records, and discussion with pupils and students and with teachers. HM Inspectors do not make judgements on hearsay, although they may include such evidence in some cases where it confirms the judgements made from first-hand observations. Nor are Inspectors' observations and judgements of what is going on decided by predetermined criteria. When Inspectors have decided what they think of what they have seen, they work out criteria and, where appropriate, apply them.
- 2 HM Inspectors make **collective judgements** based on first-hand evidence, informed by their wide knowledge and experience of educational provision. When Inspectors are working on their own, their judgement may sometimes be delivered as if it were theirs alone, but it is always given in the context of collective knowledge and experience and shared understanding of standards and quality.



3 HM Inspectors are concerned with the **standards of learning** and how they are affected by the provision for pupils and students. They consider:

- whether or not what pupils and students are learning helps them to increase their grasp of a subject;
- whether the pace at which they are learning is appropriate and whether the methods of teaching are appropriately varied;
- whether the work being done is of a standard appropriate to the ages, aptitudes and abilities of the pupils and students;
- whether it equips them for jobs and future careers;
- whether it contributes to a better understanding of themselves and the world in which they live.

All other matters on which HM Inspectors comment from time to time come into consideration because of the influence of these factors, for good or ill, on standards of learning.

- 4 When HM Inspectors inspect they judge the education they see mainly **in the light of the aims, objectives, resources, context and outcomes** of the particular institution they are in. However, as they work, they bear in mind their knowledge of what is achieved elsewhere in the country in similar circumstances.
- 5 Although HMI's judgements are necessarily essentially qualitative, HM Inspectors also take into account a wide range of **measures of attainment** such as reading and mathematics test scores, and data on attendance levels, the proportion of students entering for and successful in public examinations, completion rates and destinations of leavers.

Inspection is not confined to what takes place in class, lecture, seminar, gymnasium or playing field, laboratory and workshop. For example, inspection of initial teacher education includes practical training in schools, and pupils' and students' involvement in community service and work experience may be looked at as part of the inspection of secondary schools or of colleges of further and higher education".

(HMSO, 1990, p.p.7-9)

This extract illustrates the lack of clarity over the role of inspector even by HMI. HMI's judgements were based on observation and it was their proud boast that they told it how it was. These judgements were then delivered as collective judgements based on the professional expertise of HMI. Yet in section three they set down that they were concerned with standards of learning. This issue of the criteria used to assess the standards of learning was not addressed. Indeed in section one it is stated:

" Nor are Inspectors' observations and judgements of what is going on decided by predetermined criteria. When Inspectors have decided what they think of what they have seen, they work out criteria and, where appropriate, apply them".

(ibid. p.8)

Many HMI felt that their professional judgement of standards of learning had been challenged by OFSTED and so they created a handbook which provided a complex framework against which to assess standards of learning but which still relied upon professional judgement. The evaluation criteria for standards of achievement are in the "New framework for the Inspection of Schools" OFSTED (1995):

"Standards of achievement in the school are judged by the extent to which:

- pupils, achieve or exceed the levels of knowledge, understanding and skills expected for their age;
- pupils make good progress".

(OFSTED 1995)

The evaluation criteria were set out in detail in the "Framework for the Inspection of Schools" as revised in May 1994. (pp.18-19) However, throughout, there is a clear reliance ultimately on the professional judgement of the inspectors. Concepts such as "good progress" are very slippery indeed.

As David Hume stated in his presidential address at the Annual Conference of the National Association of Inspectors and Educational Advisers in 1992:

"The search for absolute answers to relative questions is time consuming and doomed to failure"

(Hume, 1992, p.2)

This serious reduction of the portmanteau word to a simple focus is dangerous. If you want to assess student achievement and progress it is essential that either every pupil is tested or members of a carefully selected sample group are tested individually. Then these tests are evaluated against tests taken by the same pupils at an earlier date. Much work is being carried out on value-added, particularly at Newcastle University, and this shows that student progress requires carefully organised testing programmes if it is to be measured in a secure fashion. (Fitz-Gibbon, 1995, p.99).

The portmanteau word is unpacked in a way that suits the people using the word inspection. The debate following national legislation in 1988 and 1992 has led to a growing feeling that inspection is carried out to check performance rather than working

with people to improve performance. In Thriving on Chaos Tom Peters (1987) urges managers to come to grips with a series of paradoxes that have set almost all conventional management wisdom on its ear. The twelfth paradox is:

"Higher quality comes with fewer inspectors. Once again, people are the key. Virtually all inspection should be self-inspection - and this can be accomplished if the work force is involved, committed, trained, supported with appropriate tools, relieved of bureaucratic Mickey Mouse, and paid for performance".

(Peters, 1987, p.393)

W Edwards Deming (1982) makes a similar point under the third of his fourteen points.

"Quality comes not from inspection but from improvement of the production process. Inspection, scrap, downgrading, and rework are not corrective action on the process".

(Deming, 1982, p.29)

The portmanteau word provides a paradox to be considered carefully rather than a clear definition of a single activity. Indeed the activity ranges across a spectrum from accountability to school improvement and this aspect of the activity of inspection will be considered next.

## **Chapter 2: Changing role of the inspector; concept of the Janus role.**

School inspection in England and Wales has its origins in the Industrial revolution.

"The first inspectors of schools were not appointed under educational legislation but under the Factory Act. Under Althorpe's Act of 1833, the inspectors were to have power to establish schools for factory children. Of the four inspectors appointed by the King's Council in 1833 Leonard Horner was the most outstanding. He was a Benthamite who had just completed a rather turbulent period of office as the Principal of University College (Bellot, 1980) and a friend of Kay Shuttleworth who was to be so influential in the development of a national system of education".

(Brighouse, 1995, p.p. 1-2)

From such acorns the oak trees of HMI and Local Authority Advisers and Inspectors have grown. The first to grow was HMI. In 1839 the factory inspectors reported on the educational clauses of the Act and this report led to the formation of the Committee of Council for Education and the appointment of two inspectors for education.

Kay Shuttleworth (1839) gave his instructions to these two inspectors and outlined their task "to collect facts and information and report on them to the government". In so doing they were enjoined to:

"... rely solely on the voluntary co-operation of the gentlemen, magistrates, clergy and others, to whom you may be introduced and on the means which you will possess of prosecuting your enquiries in person among the working classes themselves; and you will of course use great caution with respect to the correctness of any statement you may submit to the committee".

(Shuttleworth, 1839).

HMI as they developed a strong national team continued to collect facts and information and speak without fear or favour about education and the state of schools. They worked sensitively with schools.

The Minutes of 1893 of the Committee of Council for Education make this clear:

"The main and primary object of your visit is not to inflict penalties for defective points, but rather through your educational suggestions and influence to remove defects in the school management and instruction ...."

(cf Leese, 1950, p.p.200-201)

In the "Rayner" report (HMSO 1982) the function of HMI was said to be "no more than that which inspectors did on entering an educational establishment". However this activity was deemed to contain three principal elements:

- (i) a check on the use of public funds;
- (ii) provision of information to central government;
- (iii) provision of advice to those responsible for the running of educational establishments.

The DfEE report "HMI in the 1990s" (1990) refined this by defining the scope of the work of HM Inspectorate:

- "(a) assesses standards and trends and advises the Secretary of State on the performance of the system nationally;
- (b) identifies and makes known more widely good practice and promising developments and draws attention to weaknesses requiring attention;
- (c) provides advice and assistance to those with responsibilities for and in institutions in the system through its day-to-day contacts, its contributions to training and its publications".

(DfEE, 1990, p.1)

The role of the LEA adviser or inspector has its roots in the period following the Education Act 1870 when school boards were empowered to carry out inspection of their own schools. In 1902 the school boards were abolished and the larger local authorities were given sole responsibility for providing education locally. LEA inspectors reported to their education committee on every conceivable aspect of school life. They reported on discipline, organisation of examinations, auditing of accounts; they checked on attendance and punctuality and made notes on "bricks and mortar, heating, lighting, accommodation, ventilation, equipment and stock books, stationery ...." (Edmonds, 1962, p.103).

The 1944 Education Act, section 77, subsection 3 states:

"Any local education authority may cause an inspection to be made of any educational establishment maintained by .... the authority and such inspection shall be made by the local education authority".

The right of a local education authority to inspect was thus recognised but the social

prejudices of the late nineteenth century set a gulf between the great oak of HMI and the somewhat scrubby growth of local inspectors, advisers and, later, organisers. E.G.A. Holmes in 1908 circularised HMI with a view to finding out their view of the quality of the one hundred and twenty-three local inspectors of whom one hundred and four were ex elementary teachers. He wrote in what he intended to be a confidential memorandum:

"The difference in respect of efficiency between ex elementary teachers, inspectors and those who have more liberal education is very great. Very few of our inspectors have a good word to say for local inspectors of the former type, whereas those of the latter type are, with three exceptions, well-spoken of".

(Hayward, 1911, p.575).

The work of inspectors, advisers and "organisers" had a history stretching back into the first half of the nineteenth century. Perceptions of their role were confused and their work was essentially isolated and uncoordinated. In 1968 the House of Commons Select Committee's consideration of the inspection of schools led to a gradual decrease in the size of Her Majesty's Inspectorate and a corresponding increase in the number of local authority inspectors and advisers. The Radcliffe-Maud reorganisation of county boundaries in 1974 led to a further increase in the number of local authority advisers, the preferred term, and inspectors as new authorities sought to provide advice to education committees on all aspects of education.



This historical tangle of roles created without clear focus or planning understandably compounded the uncertainty over the purposes of inspectors and advisers.

All the recent surveys of advisers and their work highlight this point. (Bolam, 1978; Winkley, 1985; Stillman and Grant 1989; Dean 1992; Lowe 1992).

".... there is no single generic adviser. Beyond the planning and provision of INSET, there were no 'adviser' tasks common to all advisers".

(Stillman and Grant, 1989 p.77).

As the Audit Commission stated in their report "Delegation of Management Authority to Schools":

".... inspectors fill two roles: they inspect schools and report to the Authority and they support schools with advice and certain types of practical help"

(Audit Commission, 1988, para. 13)

Ray Bolam refers to the Janus role (Bolam 1978) and this metaphor is powerful. In May 1993 I had to present council members with a rationale for retaining an Inspectorate and in my presentation drew upon this concept.

"The Roman god Janus is depicted with two faces and was the guardian of going out and coming in - hence his name is incorporated for the first month of the year, January.

The developing role of the LEA Inspectorate can be described as a Janus role because the inspectors have to look two ways as their role has two dimensions.

The organisation of the Inspectorate from September 1993 will enable the members of the team to carry out both aspects of their role effectively.

We shall continue to support self-developing schools and ensure quality by:

- a review cycle for all primary schools underpinned by visits monitoring school action plans;
- a standard service agreement for all secondary schools to back up Office for Standards in Education (OFSTED) inspections.

In addition we shall provide:

- advice and guidance on school action plans for development;
- curriculum advice and support from advisory teachers, inspectors and County support services;
- professional advice to headteachers, governing bodies, and elected members.

This service will comprise inspection plus".

(Bayne-Jardine, 1993)

Winkley (1985) makes the point that nationally many council members questioned the function and value of a local Inspectorate or advisory service and in a time of financial constraint few headteachers rushed to defend centrally funded advisers. The nature of the Janus role had to be made clear and the value of external support within education

for the development of schools made overt. With the development of a national scheme for inspection and the creation of OFSTED in 1992 the steady development of local inspectorates and advisory services had to increase speed. The role and purpose had to be defined if such services were to survive at local level.

The Society of Chief Inspectors and Advisers were acutely conscious of this need for a clarified role for local inspectors and advisers in seeking evidence for the effectiveness of schools and colleges. The argument of a paper (1990) was:

"The evaluation process will be fundamentally unsound unless it commands evidence which is both valid (actually measures the activity we are looking at) and reliable (presents data in a sound and credible way)."

(SCIA, 1990, p.10).

However, the paper was focused upon the school or college processes upon which improvement depended. This is shown by the diagram (page 37) outlining the stages of evaluation to be undertaken by LEA inspection and advice services

## **EVALUATION STAGES**

### **a) Definition**

**Identify areas of achievement  
to be evaluated**

### **b) Data collection**

**Decide evidence needed  
including selected indicators**

**LEA AIMS  
AND AGENDA**

**STANDARDISED  
DATA**

**SCHOOL'S  
INTERNAL  
TARGETS**

### **c) Evaluation**

**Apply professional judgement  
and weigh the evidence**

### **d) Commentary**

**Decide what can be said  
about the school or college,  
to whom and how**

### **e) Development**

**Identify priorities for development  
and ways in which the school or  
college can be supported**

One way in which the purpose of inspection can be clarified is to consider the way in which perceptions of the role influence the actual role itself. The perception of the role that led to a teacher fainting upon the arrival of a county inspector is deeply engrained in the profession. The present drive for accountability has led to new systems "which depend heavily for their successful functioning on key players whose role has been artificially conceptualised" without "clear-eyed initial analysis". (Brooks, 1995, p.22).

The perception that there is a dual role, the Janus role, can be questioned. A similar dualism has been analysed in teaching. Elizabeth Richardson refers to the dichotomy forced upon her by the perception of the teaching function as opposed to the tutorial function: a dichotomy that led to the divided structure of pastoral care and academic teaching in many secondary schools in the seventies and eighties. As she points out:

"No teacher would deny that he must be concerned both with the child's learning as reflected in the various aspects of the curriculum and with the child's personal growth and development. These are essentially two sides of a unified process"

(Richardson, 1973, p.14).

The suggested duality of advice and criticism portray the two sides of a unified process and this role was developing in many local education authorities in the eighties as the "critical friend" when OFSTED was set up with its main thrust as accountability by external inspection.

Perception of a role is extremely powerful and it is too easy to accept the perceived role, especially if it suits a particular purpose. Interestingly enough the leading advocate of inspection for accountability now argues that OFSTED has not provided the right kind of inspection process.

"Good inspection will take place only if there are good inspectors" (Lawlor, 1993, p.22). In Sheila Lawlor's view the role of the inspector is defined by the purpose of the inspection to inspect "the academic standards of a school on the basis of objective evidence". By accepting the perceived dualism of the inspector/adviser role it is understandable that such simplistic approaches are peddled. It is, however, vital that such perceptions should be challenged.

In 1971 Frank Musgrove painted a terrifying picture of the "good headteacher":

"The good leader is aloof and gives praise sparingly. He hoards approval, keeps it scarce, and so maintains its value. He communicates infrequently with his subordinates and, if he is a school headmaster, he is unlikely to have taken courses in educational administration. His staff see his authority as legitimate not only by virtue of his appointment according to established procedures, but because he has appropriate academic qualifications and relevant experience of suitable duration. He has suffered as they have. He 'interferes' in the work of his assistant staff, but he protects them from outside interference. He is often off the premises. He innovates unceasingly. He sets difficult goals, which are constantly revised, and insists on their attainment. He accepts the hatred of his subordinates as inevitable and selects as his deputy a man who is at least as skilled in diplomacy, and schooled in tact and discretion, as he is ingenious in constructing timetables. If he prides himself on running 'one big, happy family', he is probably a disaster".

(Musgrove, 1971, p.106)

For many headteachers this picture provided the spur to define their own role more clearly and positively. In the same way those involved with inspection should consider carefully the nature of the unified role of inspector and the purpose of inspection. If this is not done at the outset any system will require years of refinement before it is effective in improving that quality of teaching and learning in schools.

In December 1992 I produced a paper for general distribution within the LEA in which the unified role of the LEA inspector was set out:

### **"THE ROLE OF THE LEA INSPECTOR**

In order to ensure that schools receive quality development as well as quality audit the Inspectorate will be restructured from April, 1993.

The role of the Inspector is a taxing one. Inspectors must work as critical friends able to enquire freely, speak frankly and advise honestly and yet, must be able to return regularly to work in harmony with a school and its staff. Such a relationship makes demands upon both the officer and the institution. It has to be nurtured over a long period of time, for the good of the schools and colleges and the well being of the service. The relationship must not be founded on anything less than personal honesty and total professional integrity.

Local Authority Inspectors must be able to speak without fear or favour, in all professional situations. Not only must they comment upon the circumstances in any particular school but also must be able to provide sound and telling comment upon those facets of policy which represent and influence the genuine needs of the institution. Such comments can only be made with integrity if they are based upon careful observation, diligent enquiry, rational analysis and sound knowledge.

As officers of a Local Education Authority, Inspectors are directly responsible for the quality of the life and work within institutions maintained by the Authority. Each inspector has a duty to promote good practice and to stimulate positive thinking. Inspectors are expected to serve as the Authority's acknowledged leaders of

curriculum thought and classroom practice. Above all they are expected to have a sound, detailed, accurate and current knowledge of those institutions or that part of the service for which they are responsible.

The foremost aim of the Inspectorate is to do everything possible to help schools achieve the best provision they can for all of their students. This can only be achieved by the careful, consistent and regular appraisal of progress towards clearly identified, realistic and attainable goals".

(Bayne-Jardine, 1992)

The role outlined in this paper was integral to the development of an inspection, advice and training service which was set up to support self-developing schools into the twenty-first century. The OFSTED inspection process has been meshed into the work of this service in Hereford and Worcester rather than becoming its *raison d'être*.

The theoretical underpinning of the inspection process simply highlights the complex nature of the role. The inspector can be seen as an evaluator. Questions can then properly be asked about his or her objectivity as it is virtually impossible to eliminate personal judgement from the inspection process. The OFSTED framework provides explicit criteria for judgements but in the end the grade given for an activity must reflect the personal professional judgement of the inspector.

Another role is perceived as controller. The OFSTED inspector is seen as a disciplinarian who ensures that schools reflect the framework set out in the Handbook in the way in which they are managed. Allied closely to this controlling role is the audit role. The value for money aspect of the inspection process has led to much



argument. As Power (1994) has pointed out the auditing process is seldom subjected to critical scrutiny and many schools deeply resent the way in which judgements are passed about the value of the internal workings of the school that support teaching and learning.

The final role of the four outlined by Wilcox and Gray (1996), is the inspector as an interactive communicator - the role which I have referred to as that of the "critical friend". Somebody who negotiates agreed definitions of activities with the people involved. If this is done properly those involved reach an agreed and shared judgement about the quality of teaching and learning and what might be done to improve on previous best.

It is perfectly true that, as Brian Wilcox (1992) has pointed out, evaluation is time constrained. It is understandable that central government has gone for the evaluation, control and audit face of the Janus role with the OFSTED framework. The interactive role of "critical friend" places considerable trust upon the professionalism of outsiders working with schools to ensure that the process has:

- "
- utility;
- feasibility;
- propriety;
- trustworthiness."

(Wilcox, 1992, p.112)

The essential and vital point about trustworthiness using methods which are regarded as appropriate and reliable by all concerned would seem to fit the critical friend aspect of the Janus role. In the next chapter the case study outlines one attempt to develop this aspect of the Janus role within the national picture of a drive to control, audit and evaluate within a national framework of criteria.

### **Chapter 3: A paradox unpacked from a portmanteau word; case study of change in one LEA.**

In "The Empty Raincoat" Charles Handy writes about the inevitability of paradox. He states:

"Paradoxes are like the weather, something to be lived with, not solved, the worst aspects mitigated, the best enjoyed and used as clues to the way forward. Paradox has to be accepted, coped with and made sense of, in life, in work, in community and among the nations."

(Handy, 1995, p.p.17-18)

In September 1988 I was appointed Principal County Inspector for Hereford and Worcester when the paradox of inspection was a topic for national debate. The passing of the Education Reform Act in 1988 heightened this debate about the role of monitoring and evaluation in the work of advisers and inspectors. Change had already begun as was shown by the NFER research carried out by Stillman and Grant during 1986/87. It was pointed out in their research that inspections, reviews and report writing took up 10.2% of advisory time and 12.5% of the time of those termed inspectors. (Stillman and Grant, 1989, p.p.75-6). Central government facilitated a sharper approach to reviewing school performance by including £1.9 million within the Education Support Grant mechanism for 1989/90. Indeed,

"the Secretary of State for Education, Kenneth Baker, speaking to the annual conference of the Society of Education Officers on 22nd January 1988 said that he was willing to bet that LEAs would need an effective local Inspectorate, appropriately staffed and accountable to the CEO, to

satisfy themselves about the quality of education in their schools ...."

(Nebusnick, 1991, p.3)

Hereford and Worcester expected their Inspectorate to change and develop to meet the demands of the implementation of the Education Reform Act, 1988. The existing Inspectorate operated very much as lone rangers. In some cases the LEA training grant scheme had provided an inspector operating as a lone ranger within a subject area with a posse of advisory teachers. The local authority Inspectorate in the County operated in a professionally independent manner and saw their main task as supporting good practice and advising on approaches to subject teaching. There was no systematic programme of visiting schools or of collecting data upon performance. Public examination statistics were collected by operations branch of the local education authority and were not considered by the Inspectorate.

I had come from Staffordshire where we had been working on a more systematic approach to the work of the local Inspectorate. This work culminated in a booklet entitled "School Review". The processes of review were set out and four types of visit to individual schools were outlined:

- "(i) **The Individual Visit.** Visits from individual inspectors or officers can be for a variety of purposes. The Authority might want some general or specific information or the school might need some help and call someone in. For every school, at least two of the visits each year will be from a district inspector who at some stage will discuss the school's own internal review procedures.

- (ii) **The Joint Visit.** This is a one day visit by two or more inspectors or an inspector and an officer, and can be made for a variety of purposes. It can examine an area of the curriculum, the learning styles employed in the school, management issues or other matters. It is likely that approximately 50 joint visits will be carried out in the course of an academic year.
- (iii) **The Departmental Review.** This is a visit by the specialist subject inspector(s), of at least one day's duration, to a specialist department of a secondary or middle school during which all principal and predominant members of the department will be observed and discussions will take place. The number of departmental reviews carried out by an inspector during the course of a school year will be governed largely by the size of the department and the number of teachers to be observed. It is likely that inspectors will devote in the order of eight days to such reviews annually.
- (iv) **Reviews of Curriculum and Resource Management.** The precise form of this activity is determined through consultation with the headteacher who is involved throughout the planning stage.

For schools deemed secondary the review involves the analysis of data supplied by the school such as the timetable, option schemes, staff handbook and schemes of work. It includes a detailed analysis of staff deployment.

For schools deemed primary these reviews involve the analysis of data such as schemes of work and school policy documents. During the review all classrooms are visited and all staff are invited to participate in discussion.

In both cases the visits cover two days. It is intended that in the order of 24 primary schools and 8 secondary schools together with one or two special schools and units will be reviewed in this way during a year."

(Staffordshire County Council, 1991, p.p.2-3)

In addition the Inspectorate would carry out the occasional team survey to study aspects of education across the Authority and, rarely, a full inspection under the 1944 Education Act.

As a result of this background experience I determined to draw the lone rangers into a coherent group who would work together and build up a picture of the quality of teaching and learning across all schools in Hereford and Worcester. The paradox lay in the fact that a group of very independent professionals did excellent work in schools and bringing them together into a coherent team unwillingly could well lose the effective support being provided for schools. This change had to be managed against a growing national demand for accountability set against performance indicators. The process of this change can be seen in the introductory section to my annual reports to committee (Appendix A). In Performance Indicators in Schools produced by the statistical information service of the Chartered Institute of Public Finance and Accountancy a number of models of indicators that could be used by schools were outlined:

**"The Economic Model** - this model is popular with the accountant and the economist and is frequently used as part of any drive for value for money. Typical indicators within this model would be

- pupil teacher ratios.
- student participation rates.
- cost per pupil.
- occupancy rates.

**The Educational Model** - this model takes a more qualitative approach based on general criteria that are understood by those involved in education and is very much related to what goes on in schools and in individual classrooms. They emerge as surveys/inspection reports and reflect the processes that go on in schools including:

- the nature of teaching;
- the nature and the quality of the learning process;
- the adequacy and suitability of materials.

In other educational systems such as the United States of America, there has been a move to express these criteria in terms of behavioural objectives or precise competencies and the attainment of these objectives/competencies taken as an indicator of the performance of the institution.

**The Political Model** - this is a model of recent development in England and Wales but could have heightened significance with the shift in the locus of educational decision-making to individual school level. Typical indicators within this model would be:

- level of community use of schools;
- participation rates in school events;
- involvement in PTAs/Governing Bodies.

**The Systems Model** - adopts a more comprehensive systems management approach, considers education as a system and then uses an input - output model to establish its performance. In essence this model is concerned with measuring the level and effectiveness of the education based on the resources given to education."

(The Chartered Institute of Public Finance and Accountancy, 1988, p.p.3-4)

This matter was also explored by the Society of Chief Inspectors and Advisers (1990).

Joan Dean points out that this debate led to a number of dimensions of performance indicators being developed. The most important dimensions were location and power.

Location was used to analyse the proximity of the indicator used to the issue being assessed whilst power ranged from high inference to low inference. This can best be

illustrated by a performance indicator grid relating, in this example, to an assessment of pastoral care in a secondary school.

		LOCATION		
		Direct indicators	Indirect indicators	Contextual indicators
P O W E R	High inference	Students' adjustment/ Security	Curriculum time. Priority for pastoral work	Staff INSET for pastoral work
	Medium inference	Student/student behaviour ( <i>e.g. bullying</i> )	Sanctions/ reward systems	Parental support
	Low inference	Students' work levels	Form of pastoral system ( <i>house, year</i> )	Post-school leaving; offending levels

Figure 1 A performance indicator grid (Dean, 1992, p.60)

The management task was thus to draw a number of lone rangers together to work on a framework for inspection against indicators that were agreed by colleagues in schools. The devil was undoubtedly in the detail as it was all too easy to get locked into a debate over performance indicators and so obstruct any real change. Mindful of Machiavelli's advice in the Prince (1514) that self-destruction would follow from neglecting "what is actually done for what should be done" I set about managing the change.

Michael Fullan has written powerfully on the importance of managing change whilst entering into the change process oneself. He writes about assumptions about change and identifies ten “do” and “don’t” assumptions. Of these I found two particularly valuable:



- "2. Assume that any significant innovation, if it is to result in change, requires individual implementers to work out their own meaning. Significant change involves a certain amount of ambiguity, ambivalence and uncertainty for the individual about the meaning of the change. Thus, effective implementation is a process of clarification."
- "10. Assume that changing the culture of institutions is the real agenda, not implementing single innovations. Put another way, when implementing particular innovations we should always pay attention to whether the institution is developing or not."

(Fullan, 1991, p.p.105-107)

Perhaps, somewhat arrogantly, I saw my role as providing vision in a dynamic interactive process.

"If there is a spark of genius in the leadership function at all, it must lie in this transcending ability, a kind of magic, to assemble - out of all the variety of images, signals, forecasts and alternatives - a clearly articulated vision of the future that is at once single, easily understood, clearly desirable, and energising."

(Bennis and Nanus, 1985, p.101)

This role had to be played against the four main insights that Michael Fullan has described when looking at the change process:

- "1. active initiation and participation;
2. pressure and support;
3. changes in behaviour and beliefs, and
4. the overriding problem of ownership."

(Op Cit, 1991, p.92)

The process of change is not neat and linear it is, rather, inter-active and confused.

Not only does a human organisation change and develop internally but also outside pressures shift and change. To manage such a process requires the ability to envisage something new and make it work.

Rosabeth Moss Kanter (1991) has identified the phases in which "change masters" work. First a vision is formulated and sold. Next power is tapped to advance the ideas and finally the momentum has to be maintained. Kanter's research into hundreds of managers across more than a half-dozen industries also provided two categories of change-master skills:

- (i) the personal or individual skills;
- (ii) the interpersonal skills, how the person manages others.

These essential skills for success were then defined. First, kaleidoscopic thinking or the ability to take an existing array of data, phenomena or assumptions and create an entirely new pattern. Secondly, the vision had to be articulated and communicated - the art of leadership! Thirdly, persistence was vital. The change master had to stay long enough to make the development work.

In addition to the three personal or individual skills Kanter added three interpersonal skills. Coalition building of a more complex nature than the one-on-one relationship building so often researched in organisational politics. Coalition building of support groups within the organisation and without. Secondly working through teams and

creating an atmosphere in which people feel autonomous and committed. Finally, the credit must be shared. Everybody involved is a "hero". (Kanter, 1991, p.p.54-61).

I set about developing the Inspectorate with these six skills very much in my mind and accepting that change and development are untidy I tried to journey towards Eldorado with colleagues.

"It is true that we shall never reach the goal; it is even more than probable there is no such place; and if we lived for centuries and were endowed with the powers of a god, we should find ourselves not much nearer what we wanted at the end. O toiling hands of mortals! O unwearied feet, travelling ye know not whither! Soon, soon, it seems to you, you must come forth on some conspicuous hilltop, and but a little way further, against the setting sun, descry the spires of El Dorado. Little do you know your own blessedness; for to travel hopefully is a better thing than to arrive, and the true success is to labour".

(Robert Louis Stevenson, El Dorado, 1879)

I wrote a series of papers between 1989 and 1994 to underpin meetings and discussions with groups, individuals, headteachers and the team of inspectors which was gradually widened to include advisory teachers.

Colleagues responded with enthusiasm to my draft for discussion on the role of the Hereford and Worcester education Inspectorate (1989). Comments were thoughtful and showed an increasing readiness to tackle the definitions of the role. In response

to my point that inspectors should be team players rather than soloists the inspector for science responded with the comment:

"But we are still soloists in the subject sense. There is a danger here that the word soloist is interpreted in a polarised sense with the implication that one works with no reference to colleagues. This has never been so."

(Hayes, 1989)

One of the primary inspectors wrote:

"If the promotion of quality is to be our aim, and it must be, then there is no substitute for sound first hand experience based on evidence. This would be difficult to achieve by a half day visit once a year, which is all the time allocation would allow for each divisional primary inspector."

(Sage, 1989)

With regard to the sensitive issue of advisory teachers taking some of the developmental work from the inspectors. One colleague responded:

"We haven't yet had the opportunity to work in this way in the primary/middle team - I think it could be a very effective model in this sector (i.e. a group of seconded primary teachers). Perhaps the national curriculum assessment team (NCAT) will demonstrate this potential."

(Bentley, 1989)

Some colleagues felt uneasy about the change implied.

"With the proposed structure and timings schools will get an attenuated service."

(Evans, 1989)

Equally there were some who welcomed the approach of an evolving document.

"If it can be an evolving document (i.e. taking into account future

changes in philosophy, resources etc) then its applicability to different areas of work could be added gradually."

(Seth, 1989)

(Hereford and Worcester Inspectorate, 1989,)

In the fourth issue report for Hereford and Worcester on the effective advisory teacher (Ghaye, 1991) the role was outlined by a series of cogs linked to the cogs driving development in the school. This issue report provided much grist to the mill of the debate on the advisory role. The afferent or inward looking cogs driving the advisory role were defined after discussion with advisory teachers as:

- put first things first cog;
- begin with some end in mind cog;
- reactive to proactive cog;
- conflict cog.

This last cog was a tiresome little cog that often slowed the work of the effective advisory teacher because of poor communication by the advisory teacher, insufficient exchange of information about the situation and, on the other hand, too much information. This led to client dissatisfaction and a failure to advise schools effectively. The efferent or outward meshing cogs were defined:

- understand and then be understood cog, (this relates to individual

confidence and the ability to communicate);

- think we can do it cog; (highly effective advisory teachers are able to get teachers to believe they can do it themselves) ;
- pass-it-on cog, (this cog can often work very slowly and highlights the complex nature of school development and improvement);
- sustainability cog;
- conflict cog.

The thinking behind this somewhat mechanistic structure of linked cogs was based on ideas put forward by Michael Fullan at a keynote lecture in Seattle in 1991. Many found the approach too rigid but the issue of how a team of inspectors and advisory teachers could work with schools effectively was given a new dimension.

The process was evaluated formally by Denis Gleeson of Keele University who was contracted to carry out a formative evaluation (Appendix D, 1992). One member of the Inspectorate, John Prangnell, also completed a dissertation in part fulfilment of the requirements for the Degree of Master of Education at Manchester University (1990). He focused on the role of the LEA inspector with particular reference to one authority, Hereford and Worcester. From John Prangnell's research by questionnaire and interview there emerged two factors that influenced the inspectors' thinking about the role of principal inspector:

- " 1. the ability to convey to the team a wide ranging perspective of the educational scene (displaying 'helicopter vision' as one

inspector remarked);

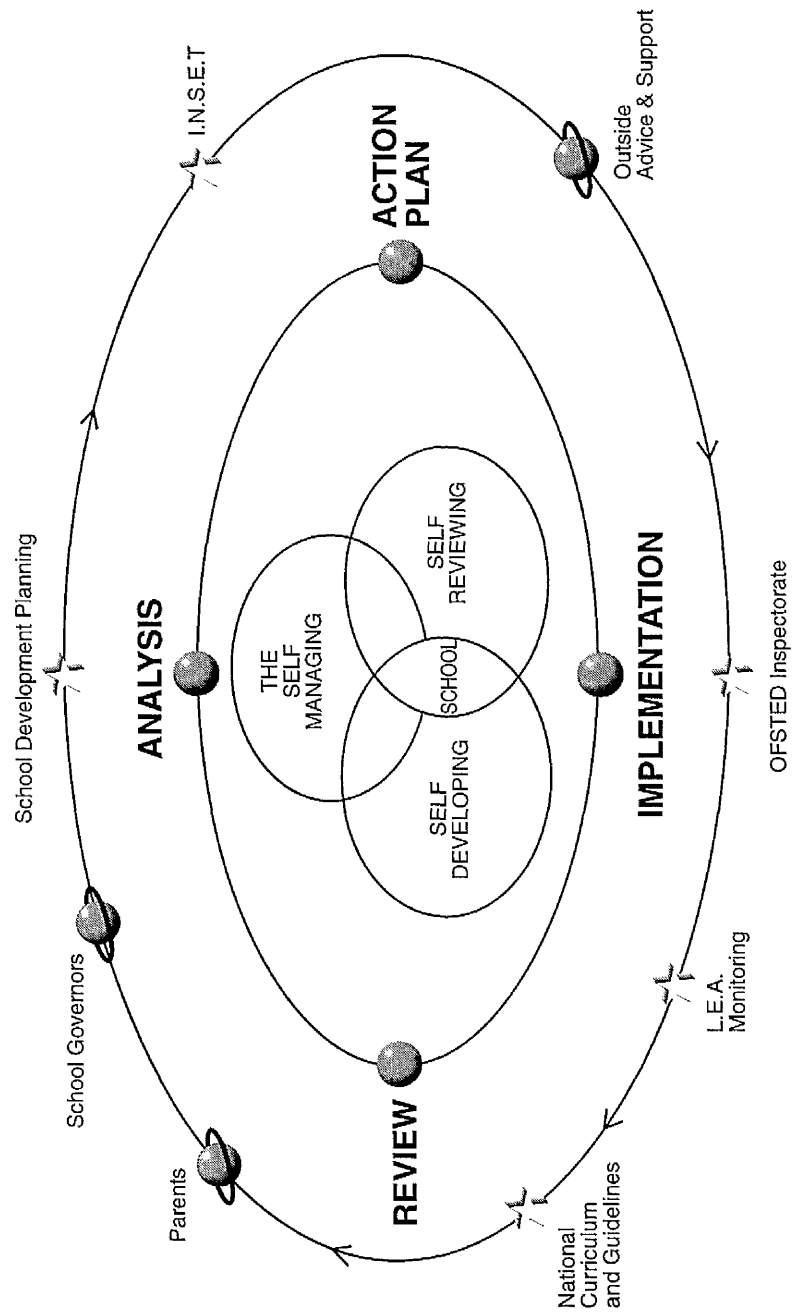
2. the ability to inspire, encourage and acknowledge successes of colleagues."

(Prangnell, 1990)

In addition to the professional dialogue with colleagues this dissertation and the Keele pamphlet "Inspection for a Change" (1992) provided me with a valuable check upon the impact of my management of a change.

My first step was to provide a new cosmology for the work of the Inspectorate and advisory teachers in relation to schools (Diagram p.57 a new cosmology for development).

# A COSMOLOGICAL MAP FOR DEVELOPMENT





This concept of a new cosmology with schools at the centre was developed following a presentation in Seattle at the Puget Sound Educational Consortium conference in 1991 by Valjeane M. Olenn, principal of Wells High School, Maine. The key to the new cosmology at Wells High School was placing the student learning at the centre of the cosmological map. In creating an ordered universe wheeling round the student in the classroom a model for looking at relationships and the impact of change was produced. (Puget Sound Educational Consortium, 1991, p.p.97-98). I produced a suggested new cosmological map for colleagues and for schools. This provided a context in which the Inspectorate could rethink their role under my leadership. The management and organisation was outlined in an early paper written in 1989 on which the responses outlined earlier had had an influence. The responses were made in response to a draft document.

## **"THE MANAGEMENT AND ORGANISATION OF THE INSPECTORATE 1990-91**

### **1. RATIONALE:**

"The operation of an organic system of management hinges on effective communication. This is much more than a matter of providing, through the distribution of paper, for notification of events and decisions affecting functionally related persons and departments. It is also something more than providing for exchanges of information and opinion in meetings. What is essential is that nothing should inhibit individuals from applying to others for information and advice, or for additional effort. This in turn depends on the ability to suppress differences of status and of technical prestige on occasions of working interaction, and on the absence of barriers to communication founded on functional preserves, privilege, or personal reserve."

(Burns and Stalker, The Management of Innovation)

The Inspectorate should be developed as an organic system in the way outlined by Burns and Stalker.

According to task any member of the Inspectorate can be called upon to lead. Clearly the inspector for a subject area will lead a review team looking at that (curriculum) area. Difference of status and of technical prestige must be suppressed in the interests of good working interaction.

## **2. MANAGEMENT OF THE SYSTEM:**

### **2.1 THE MANAGEMENT TEAM:**

The work of the whole team has to be managed if we are to be effective and not merely reactive. The Principal County Inspector has the responsibility for leading and managing the whole team. In order to help him in the task the core management team has been developed. This comprises: PCI; four senior inspectors (phase); the senior inspectors, curriculum; cross-curriculum and INSET; the principal educational psychologist; three senior inspectors (area)."

(Bayne-Jardine, 1989, p.1)

Context and management approach were now in the open forum of debate and the next step was to create a focus for a changed role for the Inspectorate in particular. I edited a further discussion paper in October, 1991. This paper "Towards an Inspectorate for the Nineties, Supporting Self-Developing Schools" began with a page headed "charivari" which indicated the confusion nationally.

### **"CHARIVARI**

HMI cost thirty million pounds pa.

An HMI report on a school costs £115,000.

HMI strike rate for school inspection is 0.3.

HMI have set up four working groups to consider:

- (i) planning and policy, including a register for inspection teams, training inspectors and a framework for inspection reports;
- (ii) transition process for HMI to new role;
- (iii) personnel;
- (iv) a new HMI unit - to be independent under the chief inspector.

LAI cost a grant aided seventy to one hundred and thirty-five million pounds. There is talk of delegating 52% of this to schools whilst LEAs would retain 48%.

What is the nature of inspection?  
The Secretary of State expects flexibility."

(Bayne-Jardine, 1991)

I then went on to outline the background to the necessary change to the role of the Inspectorate in Hereford and Worcester. The purpose of our work was clearly and frequently stated. Our mission statement against the confused national picture was: "To improve the teaching and learning process for all in the County of Hereford and Worcester." In the Keele University evaluation the hectic nature of this process is outlined:

"As Hereford and Worcester Inspectorate has become more systematic and better organised new problems, expectations and tensions arise, particularly as external agendas impinge on a reorganisation process only just underway. In these circumstances managing and handling change is fraught with difficulties: fledgling policies and practices are yet again reviewed, decisions have to be made, 'fixes' and deliverers

of change identified, new agendas established and so on."

(Gleeson, 1992, Appendix D)

I tried to encourage colleagues to focus upon their role in a changed cosmology in this discussion paper:

## "1. THE BACKGROUND

"Virtually all inspection should be self-inspection - and this can be accomplished if the work force is involved, committed, trained, supported with appropriate tools, relieved of bureaucratic Mickey Mouse ....".

(Thriving on Chaos, Tom Peters, 1988)

It is ironic that at the moment when Tom Peters, the guru of management training in the USA, is writing that the key to effective organisation is self-inspection education in the United Kingdom should consider increasing inspection of schools by external teams of inspectors. Not only increasing inspection but also, it is suggested, increasing the numbers of inspectors by adding members of the community to the inspection teams. Certainly there is evidence from events such as the Piper Alpha disaster that too much external inspection can lead to workers deliberately leaving tasks unfinished in order to test the inspectors. In his paper, "Inspecting Schools: breaking the Monopoly", Centre for Policy Studies 1991, John Burchill writes: "an alternative is to have a series of competing inspectorates, operating as consultants, licensed and empowered to inspect schools according to clear criteria". In this paper I wish to put forward a case for retaining an LEA Inspectorate in Hereford and Worcester of not more than thirty inspectors. These inspectors would be qualified teachers with experience in schools and colleges and would receive further training to extend their skills as consultants.

The keystone of my case is the need to clarify the task of any inspector. All too often this task is simplified and military metaphors are used to justify an inspection process which can be focused upon surface show. Alternatively, the role is seen as a support and comfort role. Medical analogies are used and the process can lack rigour. The

role has been described as a Janus role – Janus being the ancient Roman deity who kept the gate of heaven and was represented with two faces, one in front and one behind. This description of the role does underline the fact that there are two main task areas for any Inspectorate. First, the task of empowering teachers to carry out purposeful review and development. Secondly, the task of monitoring, recording, analysing and reporting on the process of teaching and learning. These two tasks are, of course, intermeshed.

The evidence is considerable that the role of the professional consultant is crucial in helping people to manage change and to develop. The learning process is complex and change can only be brought about by influencing teachers in their schools. "Renewal - whether of ponds, gardens, people or institutions - is an internal process whatever the external concerns and stimulants." (Goodlad, 1987). I would argue that the Hereford and Worcester Inspectorate are now organised to act as the "critical friend" in the review and development process and record the performance of schools against agreed indicators. We are organised in a way in which we can cover the primary, middle and special schools over a four year review cycle and, at present, the high schools over an eight year cycle."

(Ibid. 1991, p.1)

Then I set down my perceptions of the position we had reached:

"All administrators know the temptation to tidy up an organisation so that they can claim that El Dorado has been reached. Yet the reality is that schools will only change and develop if the teachers within the institutions are empowered to develop themselves. Schools are living organisations and cannot be forced into a tight organisation and ordered to develop. Yet some structure and support is necessary if self-evaluation is to be more than introspection. We all need the critical friend to ensure that a review is purposeful and rigorous.

Educational administrators can promote a living social system's self-renewal. They can provide the vital input to create a nucleus of change. The major task is to create an organisation climate in which the self-managing, self-reviewing and self-developing school can flourish. In the UK the task is complicated by the conflicting messages from central government. On the one hand schools in England and Wales are obliged by Act of Parliament to deliver the National Curriculum, while, on the other hand they are being given power to manage themselves under the local management scheme. The Local Education Authority has to find a strategy to harmonise

expectations from central government and from the schools. The true success must indeed be to labour!

The first task has been to provide organisational clarity. The model for development is not static. It is constantly moving and changing. Within this cosmological map which has been shared with all headteachers in the County every institution produces its own development plan. These plans are the focus for the work of the Inspectorate and are used to identify institutional training needs. Here again balance must be kept between the tight control of a standard model for development and the loose rein of leaving all schools to carry out their own planning process. It is quite clear that teachers need a framework, within which to work, provided that they feel able to influence the nature of that framework as their confidence in the process increases. Industry has shown that organisational culture can be changed. General Electric has shown that an attack on bureaucracy followed by a strategy involving the group's workforce and customers more actively in the way the business is run can bring a climate change. The process is difficult and El Dorado will not be reached but only seen ahead. The vision is vital to the enterprise.

The role of the Local Education Authority must be to provide such vision and develop a working relationship which encourages teachers to embark together on the developmental process. This process is given clarity and purpose by the format of the county development plan. Data-gathering is the first step in this process so that perceptions of the school "as it is now" are clarified. The ultimate purpose of data-gathering, reflection and dialogue is action and we intend to encourage teachers to take action in collaborative groups. The critical friend can empower teachers by questioning, by coaching, and by encouraging. The purpose of the model for development is to give teachers the security of a framework within which they take charge of their own development with the intention of improving the quality of teaching and learning in all schools."

(Ibid., 1991, p.p.3-4)

In the Keele University evaluation in a section with the title "New Directions" the point was made that the Inspectorate would need to develop skills to support schools carry out self-evaluation.

"Hereford and Worcester Inspectorate is, however, now at an important stage in its development planning with schools. There is growing recognition that under an inspection cycle alone the time between successive evaluations may be as much as 4/5 years and, in some cases, more. Self-evaluation is the only realistic way of ensuring an annual evaluation cycle (Wilcox, 1991), which complements related inspection, advice and support activities.

Hereford and Worcester Inspectorate is moving down this road and has already initiated various self-evaluation projects including those associated with PDC Training, TVEI and the "Successful Schools" project. Increasingly, school involvement in self-evaluation activities is being encouraged.

However, what is called for is systematic training in self-evaluation techniques and approaches in all schools, for all teachers and for all members of the Inspectorate. For the Inspectorate this will also involve developing an ongoing programme of staff development, to include aspects of auditing self-evaluations, training teachers and trainers, monitoring and supporting outcomes of self-evaluation, and developing skills as key contributors to comprehensive evaluation strategies.

Such a professional development programme will need to complement training in the broad range of skills also associated with inspection, classroom observation and handling evidence - essential to defining and assuring quality. This necessarily involves **partnership** with schools in agreeing the format and framework for self-evaluation, inspection, advice and support, signalling the emergence of new skills and competencies within the Inspectorate. In this respect, applying the **self-evaluation principle** to itself represents an important starting point in the professional development process, a view expressed by members of the Inspectorate themselves."

(Gleeson, 1992, Appendix D)

A context had thus been clarified by 1991. A clear purpose had been agreed and a management structure put in place but a vital element was of course the internal debate. The negotiation and micro-politics within any group that is faced with

change. This aspect of any change is often neglected. It is often simply stated that there must be "ownership" of new approaches and perceptions without discussion of how this comes about. I encouraged as much debate as possible whilst seeking to steer clear of the rocks of despair and the rapids of confusion. One colleague said in response to Denis Gleeson's interview with them:

"I am just trying to stay afloat .... changing roles, changing internal and external agendas .... these are not synchronised. In the present climate how can they be .... perhaps this can't be managed .... I just don't feel in control of change .... it's more imposed."

(Ibid. 1992, Appendix D)

In spite of this understandable feeling there was evidence of a lively professional debate. Responding to my paper "Towards an Inspectorate for the Nineties, Supporting Self-Developing Schools" two colleagues produced a paper on "the new arrangements for school inspection." These colleagues used my favourite approach of starting with an apt quotation:

#### **"NEW ARRANGEMENTS FOR SCHOOL INSPECTION**

`L--d! said my mother, what is this story all about? -- A COCK and a BULL, said Yorick -- And one of the best of its kind, I ever heard."

(Tristram Shandy - Sterne)

They then went on:

"It seems sensible to pick up on the costing of the Hereford and Worcestershire Inspectorate and examine its compatibility with the proposals contained in "NEW ARRANGEMENTS FOR SCHOOL



INSPECTION", a letter from the DES to all Chief Education Officers.

In the second of the two statements, numbered (ii), which are attributed to the Secretary of State there is reference to the cost of our yearly inspections approximating to £70m per year. The statement continues: "--the cost will also vary from school to school, and might range from £6,000 pa for a small primary to £30,000 for a large secondary school".

They went on to cost inspections carried out in Hereford and Worcester concluding:

"However, reflecting on the figures in "Costing The Inspectorate", it would seem that we could hope at best to maintain a team half the size of our present one. The phone call to the DES did reveal, further, that:

It is envisaged that LEAs will be asked to nominate which schools would be inspected in Year 1, Year 2 etc of the 4 year cycle.

DES anticipates that many LEAs will run their own inspection teams competing in a "free market". These must, however, be separated from teams which offer advice and support to schools.

How should we react to these figures? Might the Inspectorate split into two, one half offering advice and support and the other inspection? A General Election could well turn everything around and prove Yorick right. While this might be hoped for it does seem that all contingencies should be planned for and strategies and principles talked through.

(Westwood, Prangnell, 1991)

Of course the journey towards Eldorado continues but the positive way in which the inspection, advice and training service journeys can best be found in their own staff handbook which was produced by them without my input in 1995.

**"THE INSPECTION, ADVICE AND TRAINING SERVICE EXISTS TO HELP IMPROVE THE QUALITY OF TEACHING & LEARNING FOR ALL PUPILS IN HEREFORD & WORCESTER.**

**This service is responsible for:**

- **Curriculum advice and support (including):**
  - curriculum planning;
  - all aspects of the National Curriculum and religious education;
  - special educational needs;
  - assessment and records of achievement;
  - teaching and learning strategies.
- **Training (including):**
  - the county's in-service development programme for teachers;
  - support for teacher education days, staff, governors' and parents' meetings;
  - a range of curricular and cross-curricular publications.
- **School management advice and support**
  - via a contact inspector for each school;
  - assisting with staff and headteacher appointments;
  - involvement with appraisal;
  - performance monitoring (in conjunction with personnel);
  - newly qualified teacher support;
  - career counselling;
  - supporting whole school development;
  - school development planning;
  - support for headteachers, teachers and governors;
  - HEADLAMP.
- **Inspection**
  - the county's review programme for primary and special schools';
  - review of subjects and whole school issues in all phases;
  - pre-OFSTED support and review;
  - post-OFSTED action planning;
  - a number of OFSTED inspections."

(Hereford and Worcester Inspection, Advice and Training Service Handbook, 1995)

It would be administratively neat to argue that a process of creating a context, the new cosmological map with schools at the centre, and then encouraging the team to

work together on clarifying their role as critical friends works effectively as shown in this case study. The process was a creative one and the team of inspectors and advisory teachers became increasingly involved. They were more than technicians carrying out the ideas of others. (Nicholls, 1983, p.88). Above all we adopted the simultaneous loose tight properties that Tom Peters and Bob Waterman (1982) regard as essential for success. We were tight about the need to support schools but loose about the effective way in which this was done.

In Michael Crichton's novel, Jurassic Park, \*there is a description of chaos theory and the novel outlines the way in which attempts to create a controlled environment are likely to be upset by the impact of minor happenings.

“Jurassic Park will behave in an unpredictable fashion. It is an accident waiting to happen.” (Crichton, 1991, p.p.76-77). This is a vital point when considering the way in which the changing role of a group such as the local Inspectorate or change in a school is managed. The process has to be negotiated carefully and constantly amended to meet unexpected developments. The "Butterfly Effect" developed by Lorenz studying the weather provides a valuable dimension on the way in which small scales intertwine with large. Sensitive dependence on initial conditions provides a way of looking at the infinite complexity of events. (Gleick, 1987, p.p.21-31).

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\* Crichton, M, 1991, Jurassic Park, London, Random - Arrow Books

This can be illustrated by adding to the case study of the change in this local authority Inspectorate the challenge of focusing and changing the role of the advisory teacher. In order to involve advisory teachers in the clarification of their role and their relation to schools we used the same cosmological map and the same mission statement but then involved Worcester College of Higher Education by requesting them to undertake:

"a systematic and relevant evaluation of the effectiveness of the Advisory Teacher Service in a very fluid and fast changing context and in particular in the light of GEST (grants for education support and training) 1991-92."

The image of the advisory teacher as a skilful practitioner was supported by this formative evaluation. Their work was seen as action-centred and the successful advisory teacher had to be able to adopt both a functional and a developmental approach to their work. The image that emerged from this report was outlined in a diagram (page 70).

**SUCCESSFUL SCHOOL CURRICULUM CHANGE NEEDS TO  
BE SEEN IN RELATION TO**

LEARNING  
MATERIALS

PRACTICES AND  
BEHAVIOURS

BELIEFS AND  
UNDERSTANDING

**ADOPTING  
A  
DEVELOPM  
ENTAL  
APPROACH**

**IMAGE OF THE ADVISORY  
TEACHER  
AS A SKILFUL PRACTITIONER**

**ADOPTING A  
FUNCTIONAL  
APPROACH**

ORGANISATIONAL  
STRUCTURE OF A  
SCHOOL

QUALITY OF  
PROFESSIONAL  
BIOGRAPHY BOTH  
INDIVIDUALLY  
AND  
COLLECTIVELY

ORGANISATIONAL  
STRUCTURE OF THE  
SERVICE

(Ghaye, 1991, p.37)

Indeed, this series of issue reports raised questions about the role of inspector and the role of advisory teacher and where their roles overlapped and how the inspection, advice and training service could develop as a single service. In the final issue report it was suggested that an analysis of the transcripts of interviews led the evaluator to state that we should reflect upon the point that:

"some chaos is essential in order to generate new ways to sustain school development and begin to tackle the issues raised by the reports."

(Ghaye, 1993, p.21)

The process of the journey from an Inspectorate of lone rangers working, in some cases, with small groups of advisory teachers, without a clear plan or programme towards a coherent and focused service working to sustain schools in their own development continues. This case study illustrates that a clear context, a sense of purpose and continuing negotiation of role and function is one way in which to manage the change. It is vital to retain the tight loose dimension as the unexpected can derail the process. It is also important to work with somebody acting as a "critical friend" and checking perceptions of what is actually happening within the membership of the group. As I wrote in a paper for all members of the inspection, advice and training service in 1994:

"Three guiding principles have underpinned the restructuring of the Inspection, Advice and Training Service. First, the whole service is focused upon the pupil in the classroom. Everything the service does is intended to support schools in providing quality learning for all pupils. Secondly, the service is committed to working as a team and plans to become an "investor in people". Thirdly, the key to success in a time of change must be flexibility. There is no simple panacea. Every school is unique. The team will start from where each school is in order to help them forward and keep them on the move. This strategy demands a readiness to develop new styles of working in partnership with schools."

(Bayne-Jardine, 1994, p.3)

The matter of the way in which to develop new styles of working in partnership with schools is addressed in the next chapter.

## Chapter Four: Towards a framework for inspection

In December 1991 I wrote a short paper (Appendix C) for the County Education Officer and colleagues in the local authority Inspectorate. This paper followed the debate that continued internally in the education department as to the best way in which to respond to the Education Reform Act. By asking the Benthamite question of "what is the use of it?" I intended to focus debate and lead the team from doubting castle \* onwards. This utilitarian question is vital when considering inspection. As Maurice Holt has pointed out: "Education, then, is 'par excellence' a field in which everything depends on value judgements. There is no value-free evaluation, no easy way of judging curriculum activity. Yet the belief persists that formal evaluation can and must be done." (Holt, 1981, p.32) Later in the same book he hammers home this point: "First, all evaluation is ultimately based on opinion; by disguising this truth with the rituals of science, whether psychological or anthropological, we deceive and confuse ourselves, and allow our attention to be diverted from the real point - the intention which underlies our activity, and the justification for it." (Ibid., p.175).

In considering the utilitarian question it is essential to focus upon purpose. Holly and

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\* *"Now there was not far from the place where they lay, a castle called Doubting-Castle, the owner whereof was Giant Despair ...."*

John Bunyan, *The Pilgrim's Progress* 1678

Hopkins, (1988) develop this point in an interesting way in their paper "Evaluation and School Improvement". They distinguish amongst three approaches to evaluation and school improvement:

- evaluation of school improvement;
- evaluation for school improvement;
- evaluation as school improvement.

They point out that:

"what is required is an evaluation schema that not only reflects the evolutionary, relatively autonomous nature of school development but which becomes part of the development culture itself."

(Holly and Hopkins 1988, p.229)

There is a further dimension that inspection can be used inter schools or intra school.\*

Inspection used to compare schools is inspection using a common framework and indicators of performance and could be termed inter-school inspection. Inspection that becomes part of the school development process is intra inspection.

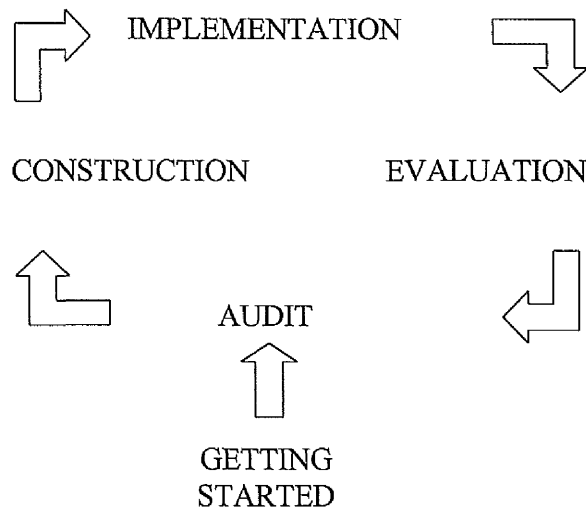
The cyclical process of review and development (Diagram 74) is part of the accepted

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\* I am grateful to Dr George Nieman, President and Chief Executive of Bancroft, Hadonfield, New Jersey, for developing this point in a discussion on neuro-psychology.



culture now. From situational analysis to planning action and monitoring implementation before refining the development plan the cycle wheels on.



*The Development Planning Cycle*

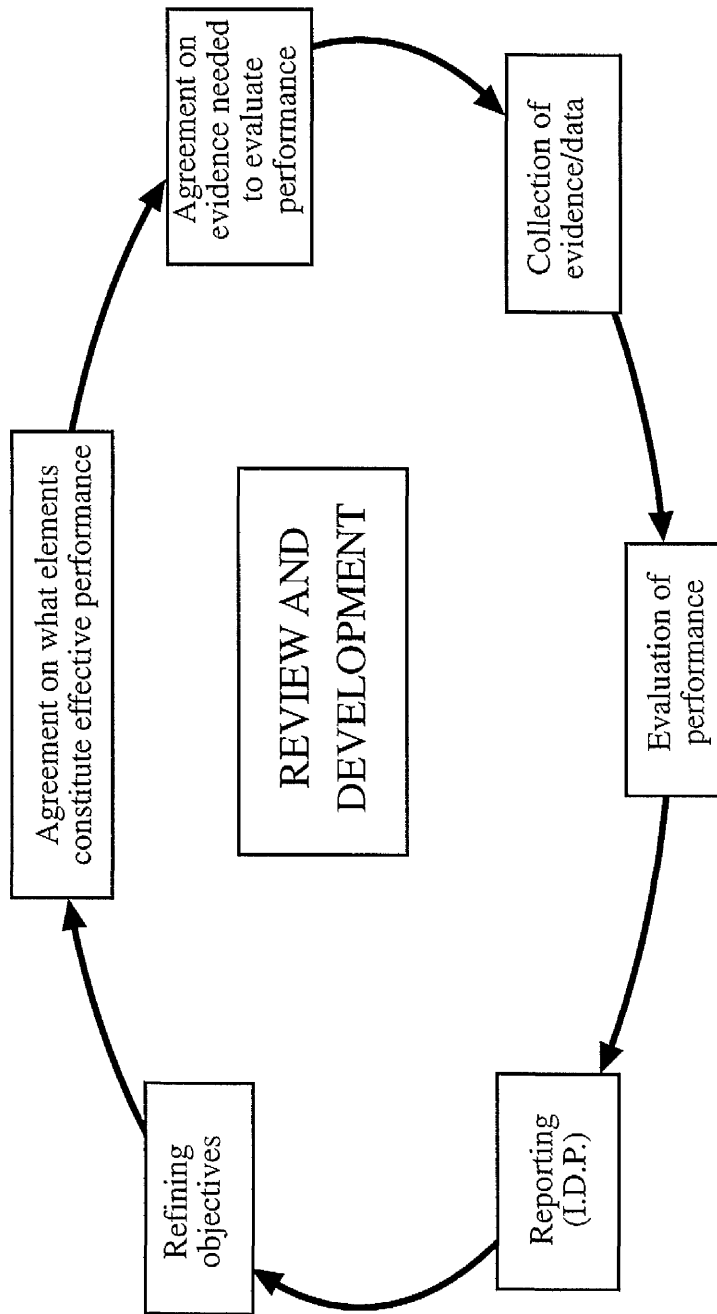
(Hargreaves and Hopkins, 1991,p.5)

The process is not linear and often becomes confused as schools try to contain development within an annual span. Planning for school development was supported by a DES Project 1989-1991 which produced two clear documents ("Planning for School Development", 1989, and "Development Planning, A Practical Guide" 1991) sent out to all schools. These strategies were developed by LEAs particularly at a practical level (p.75). Sr. A. T. O'Shea's "Planning and Implementing School Development", 1990, is an example of the way in which an increasing clarity of purpose emerged following the Education Reform Act.

"The challenge for schools in the era of education reform is to develop a management process which brings policy-making and classroom learning into a dynamic and developing relationship. Means must be found to integrate the different aspects of planning in the interests of better teaching and learning."

(O'Shea, 1990, p.2)

## MONITORING AND EVALUATION AS A CYCLICAL PROCESS



The cycle is essentially ONE FOR the institution; with support from the LEA supported self-evaluation

In Hereford and Worcester Peter Holly worked as a consultant with schools and from that work produced process guidelines for development in schools. In these guidelines he underlines the point that development planning is the vehicle for development.

"Development planning is **the** way to manage change effectively. As I've always argued, it has to be seen as **the** initiative, not yet another initiative; when treated as such, it's not part of the problem (of innovation overload), it's part of the solution. Development planning becomes **the** conduit for processing all the changes facing the school. Even having one development plan (as opposed to many plans) is an exercise in the management of change. The plan should contain what Goodlad calls the school's "hard rock agenda", which not only combines the external and internal demands into one agenda but also helps a school staff to "internalise the external" (Holly, 1991). In short, it helps a school to concentrate on the important tasks in hand."

(Holly, 1993)

Against this local background the OFSTED framework for inspection was produced. The purpose of this framework was to audit the quality of teaching and learning in schools. The Handbook (H.M.S.O. 1993) is an impressive ring binder with nine colour coded sections and was used as the basis for training OFSTED inspectors. The purpose of inspection and its statutory basis is set down in the introduction:

"The purpose of inspection is to identify strengths and weaknesses in schools so that they may improve the quality of education offered and raise the standards achieved by their pupils."

(H.M.S.O., 1993, part 2, p.4)

There was thus a clear purpose set out for the OFSTED inspections. There was to be an audit of the strengths and weaknesses of schools. A form of educational Domesday

Book was to be produced. This clear purpose was muddled by the supplementary purpose so that schools "may improve the quality of education offered". This complex response to the audit was left vague and simply included in the portmanteau word inspection. The essential link between school development and inspection was left vague, possibly because of the political determination to put in place a national framework of inspection. Under section 7.5 of the Framework section of the OFSTED handbook one of the evaluation criteria for management and administration was:

**"planning** (including development planning and budgetary planning)."

Judgements were to be made on whether or not planning was carried out effectively and whether or not appropriate priorities and targets were set.

It is important to note that of the eighty LEAs that responded to an NFER questionnaire prior to the implementation of the 1992 Education Act forty-seven carried out a regular programme of whole school inspections while nine more planned to introduce the system. The great majority (71) of the 80 LEA senior officers completing the questionnaire indicated that the main focus of their role was inspection and advice combined. Seven saw their role as mainly inspectorial while only two said their role was mainly advisory. (Maychell and Keys, 1993, p.8).

In an attempt to provide members of the county council with a means of getting at the complexity of the activities covered by the term inspection, I produced a short paper in May 1993 on the way in which the local Inspectorate would provide inspection plus:

"We shall continue to support self-developing schools and ensure quality by:

- a review cycle for all primary schools underpinned by visits monitoring school action plans;
- a standard service agreement for all secondary schools to back up Office for Standards in Education (OFSTED) inspections.

In addition we shall provide:

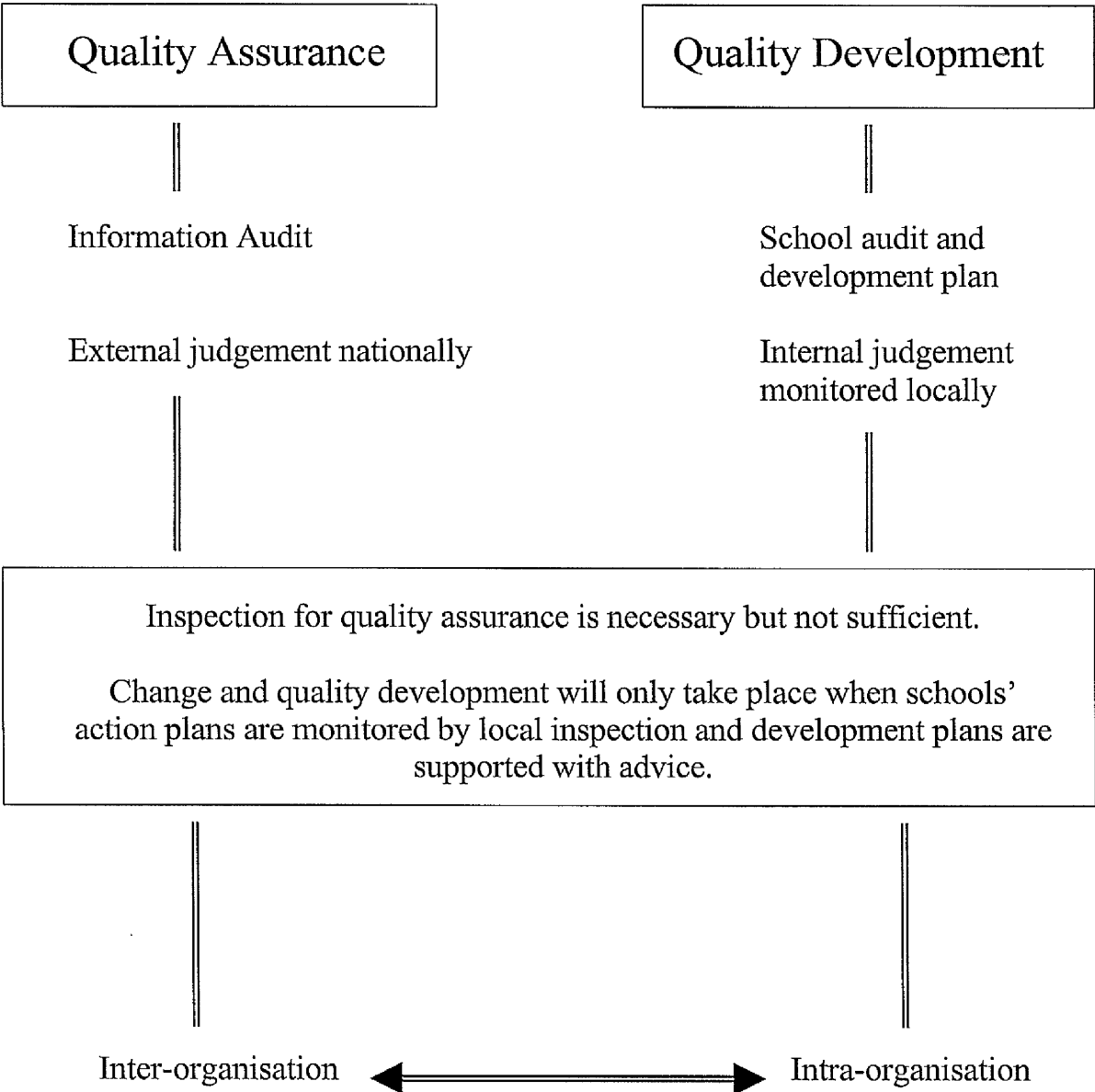
- advice and guidance on school action plans for development;
- curriculum advice and support from advisory teachers, inspectors and county support services;
- professional advice to headteachers, governing bodies, and elected members.

#### **THIS SERVICE WILL COMPRISE INSPECTION PLUS"**

(Bayne-Jardine, May, 1993)

In this paper I also outlined in diagram form ("The two aspects of inspection" p.79) the continuum of inspection from "quality audit" at one end to "quality development" at the other. The nature of the inspection process can be set along this continuum. If it is merely a policing function then a set of procedures at the quality audit end of the continuum would be sufficient as is suggested on the diagram. Inspections that generate quality development should encourage the professionals within the service and the managers of the service to take ownership of quality issues. The argument for reducing the quality audit dimension and increasing the quality development dimension of inspection is powerful. In the third of his fourteen points Deming argues:

# The Two Aspects of Inspection



"Eliminate the need for mass inspection as the way of life to achieve quality by building quality into the product in the first place. Require statistical evidence of built-in quality in both manufacturing and purchasing functions."

(Neave, 1990, p.297)

Deming argues clearly in "Out of the Crisis" that there are circumstances in the manufacturing of complicated objects such as electrical circuits in which it is important to carry out inspection at the right moment to separate good products from bad products. Clearly this is an example of using inspection in its audit mode for a clear purpose. Deming goes on to state:

"Inspection does not improve quality, nor guarantee quality. Inspection is too late. The quality, good or bad, is already in the product. As Harold F Dodge said, 'You can not inspect quality into a product'."

(Deming, 1982, p.29)

Deming's message is straight to the heart of the matter. Quality comes not from inspection but from the improvement of the production process. It might be argued that Deming's philosophy of organisations has been derived from the world of business - a world of profits, products and customers, and so is not appropriate for schools. Maurice Holt has written that although this may be true in many instances as links between business and schooling often shift the focus away from the development of mind to the tasks of training and the inculcation of skills Deming's experience with American business demonstrates that the production line mentality must give way to co-operation between management and work force if improvement is to take place.

"Bringing about the transformation and optimisation that result from the implementation of Deming's ideas is not a matter of identifying concepts and procedures within a business context and seeking their equivalents in education, so that they can be reduced to yet another pre-digested package. This misses the point entirely of an approach that depends on practical realisations in a particular setting. Instead, the essential ideas need to be explored and unpacked in the context of each individual school and taking into consideration the system within which the school functions. This is not a recipe for instant pudding, nor a magic formula for achieving systemic change. It is, at root, an agenda for discussing the improvement of education in a particular educational setting. It is a modest enough beginning, but it has the capacity to bring about immense change in the work of schools."

(Holt, 1993, p.23)

The divide between quality assurance and quality development was addressed by the review programme produced in "A Framework for Reviewing the Effectiveness of Schooling" in South Australia. The education review unit was charged with

"conducting reviews and evaluations of the Department's policies and programs and of the effectiveness and efficiency of individual organisational units."

(Education Department, South Australia, 1990, p.4)

Many LEAs also produced guidelines as to ways in which inspection could be moved from the audit end of the spectrum from quality assurance to quality development. It is interesting to place these along the continuum.

In 1990 Suffolk County Council produced criteria for school evaluation. These criteria were to be used as a basis for judgements made by officers and advisers during formal



reviews **and** by schools to evaluate aspects of their provision especially during the audit stage of school development planning. (Suffolk County Council, 1990, p.iv)

In 1992 Shropshire County Council produced a booklet "Some Success Criteria for Secondary School Reviews." Success criteria descriptions were set down for aspects of the school: management and planning, the school community, the whole curriculum, subject teaching. It was suggested that reviews be jointly conducted between the school and the advisory service as part of a wider process of collaborative planning. (Shropshire County Council, 1992, p.5). This aspect of partnership had been highlighted in the Cheshire Evaluation Project carried out by Keele University. One of the main points made in that report was that evaluation can itself provide a framework for successful development.

"First it involves the collaboration of all colleagues involved in a development. Consequently the evaluation process should inform everyone by sharing information, views and suggestions about the way a project is developing."

(Cheshire County Council and University of Keele, 1991, p.26)

The problem of marrying the quality audit and the quality development processes was neatly highlighted by John Tomlinson in a Warwickshire initiative planning for school development.

"My main argument is this. Can you see how the school has become the focus of public policy? Whereas before, education authorities or governments were seen as the agents of change, now we have suddenly invented this totally new idea. Nobody has ever openly admitted it

politically. It wasn't mentioned while the act was going through, except by a few commentators. What we are now saying is, top down on its own is no good, bottom up on its own is no good, so we'll have both. We'll have top down and we'll have bottom up, and you're responsible for the bottom up bit and for managing the mixture. That's what we are talking about today. How you manage that new-style school."

(Maden and Tomlinson, 1991, p.7)

A further step towards the quality development end of the continuum has been made by Somerset County Council and Birmingham City Council. "Somerset Successful Schools" is a quality assurance in school management package. Its purpose is:

"to provide a structured programme which gives schools the opportunity to take control of their own development and evaluation as they continuously improve their management practice."

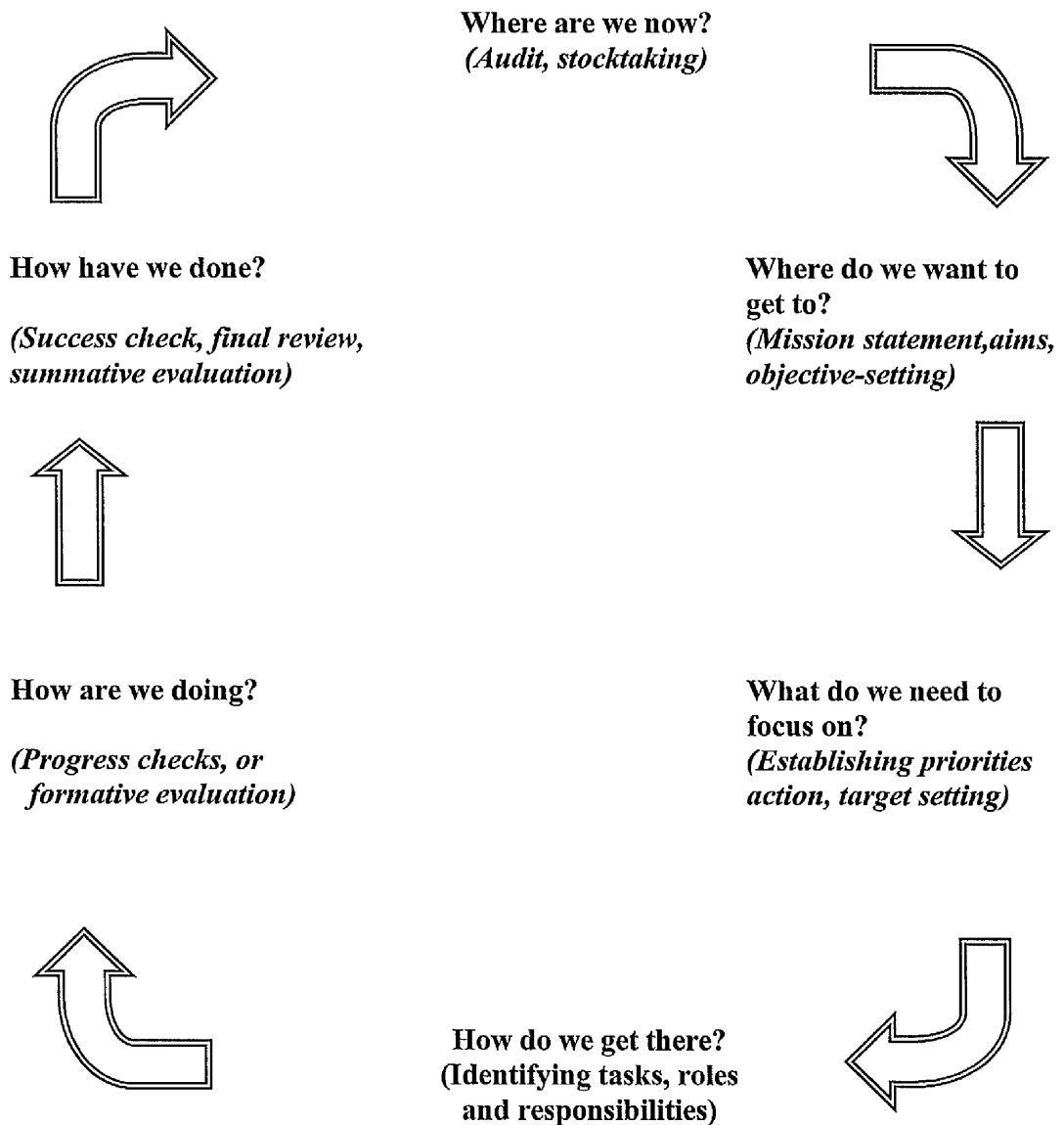
(Somerset County Council, 1995)

Birmingham City Council have produced a resource pack entitled "Quality Development". In this pack eight key statements are made about quality development:

- " A. Quality development is a process of development planning.
- B. Quality development centres on systematic monitoring and evaluation.
- C. The type of evaluation central to Quality Development is self-evaluation.
- D. The kind of self-evaluation central to Quality Development is supported self-evaluation.
- E. Supported self-evaluation requires a spirit of collaboration.

F. Supported self-evaluation serves three purposes summed up as: proving, improving and learning.

G. The core process of QD can be represented as a six stage cycle.



H. It is expected to take three years or so to establish the QD process within a school."

(Birmingham City Council, Education Department, 1996, p.p.6-7)

Tim Brighouse points out in his introduction to this pack:

"The next stage of Quality development is to relate its purpose and proven success to the goal of school improvement."

The purpose of inspection of schools must be improvement. It has been argued in this section of my thesis that inspection is a portmanteau word that is used to cover up a variety of purposes that can be related along a continuum from quality audit to quality development. This has led to a wide variety of approaches in helping schools manage external OFSTED inspection which:

- " (a) provide schools with an incentive to develop in preparation for inspection,
- (b) offer an outside audit and list of points for action.
- (c) can point out the lack of two crucial preconditions for improvement:
  - (i) a head teacher capable of giving leadership, and
  - (ii) a school with the skills and confidence to respond."

(Fidler, Earley, Ouston, 1996, p.187)

External audit may be necessary as part of the unfreezing process (Lewin, 1951) but if

change is to involve more than single loop learning (doing present things better) and involve double loop learning (doing different things) then more than an audit style inspection is necessary. (Argyris and Schon, 1978). There needs to be an external consultant or "critical friend" to support a school carrying out self-review and internal monitoring of development. The catalytic type of consultancy (Morris, 1988) may well provide the most effective approach to quality development. Techniques such as portraiture developed by Sara Lawrence Lightfoot provide an interesting way in which a school can be helped to see itself as others see it by considering a portrait in words by a professional outsider. (Lightfoot, 1983). This technique has been used in Hereford and Worcester and a number of word portraits were produced by Peter Holly for individual schools. In the foreword to the "Portraiture of Blackmarston School in Hereford", Peter Holly wrote:

"This 'portraiture' of Blackmarston School has been prepared by two members of EDC consultants, Peter Holly and Patricia Lambert. The purpose of a portraiture is to stimulate internal discussion, prompted by external observation, as part of a school's institutional development planning cycle. It is a form of **action research** as the commentary by external 'critical friends' (the research) is intended to create internal reflection, dialogue and action. The approach known as portraiture which was first popularised over ten years ago by the cultural anthropologist, Sara Lawrence Lightfoot, rests on four principles of procedure:

- \* the intention is to provide those who are internal (who know more) with the external perspectives of critical friends (who can see more).
- \* the approach is based on intensive observation across the whole organisation.
- \* it aims to link the institutional and classroom/learning dimensions. The important question is how are we doing in the classroom across the whole school?

- \* Responsibility for follow up work and improvement, rests with the school."

(Holly, 1993)

Another example of this approach is provided by the edited topical life history approach described by O'Donoghue and Dimmock (1997, p.p.35-49). They suggest that edited topical life histories can explain why some principals are more successful than others at improving teaching and learning.

There are thus rigorous ways in which the critical friend can support the self-managing, self-reviewing, self-developing school. If, in Peter Mortimore's words,

"an effective school is one in which students progress further than might be expected from consideration of its intake" (Mortimore, 1991) ,

then the school must be the engine of improvement. The context for the improvement upon one's previous best can be set in the context of such documents as "The Birmingham Secondary Guarantee" and inspection can be used to empower and support quality development rather than to police and control with quality audit.

In the National Union of Teachers commissioned document "Schools Speak for Themselves: Towards a Framework for Self-Evaluation", it is argued that a framework should:

- " 1. have a convincing rationale;
2. reflect the key priorities of the school/authority/national priorities;
3. enable all 'stakeholders' to participate;
4. allow for the participation of a 'critical friend';
5. lead to action/improvement."

(National Union of Teachers and University of Strathclyde, 1996, p.73).

Any inspection framework that will support quality development in schools must surely fit this suggested framework for school self-evaluation. The vital question must be whether or not external forces really bring about school improvement or whether school improvement comes from within. If the latter is the case then the nature of inspection should move from audit, control and evaluation to empowering schools through forms of social interaction. In part two of my thesis I shall analyse the way in which schools can improve and, end this part with a quotation from Kay-Shuttleworth's "Instructions to Inspectors of 1840":

"It is of the utmost consequence that you should bear in mind that this inspection is not intended as a means of exercising control, but of affording assistance".

## **INSPECTION AND THE DEVELOPMENT OF THE SELF-MANAGING SECONDARY SCHOOL**

### **SECTION 2: THE SELF-MANAGING SCHOOL AS A LEARNING ORGANISATION**

Chapter 5: Background to the situation in the nineties and strategies for managing change and development generally.

Chapter 6: The Ofsted audit and the model of the good school.

Chapter 7: School development planning as a mechanism for change.

Chapter 8: The school that learns will develop - towards the self-managing, self-reviewing, self-developing school.



## **Chapter 5: Background to the situation in the nineties and strategies for managing change and development generally**

In 1961 Raymond Williams wrote in The Long Revolution:

"We are living through a long revolution ..... yet it is a difficult revolution to define and its uneven action is taking place over so long a period that it is almost impossible not to get lost in its exceptionally complicated process."

(Williams, 1961, p.X)

The search for ways of developing teaching and learning in schools is not new and, indeed terms like 'school effectiveness' and 'school improvement' have gained a cultish quality (Vaill, 1991). This has meant that certain terms are unchallenged (Ouston, 1993) and so the OFSTED inspection is given special justification as being termed "inspection for improvement." In this chapter the form in which thinking about managing change and development in schools has developed will be explored through the literature. Inevitably this review will be somewhat selective but by using a scheme of major phases marking change in the education system in England and Wales as a framework it is possible to chart the main course of thinking about managing change in schools.

Del Goddard and Marilyn Leask suggest the following pattern:

"Phase one:	the 'ad hoc' phase (the mid-forties to the mid-sixties).
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Phase two:	the curriculum development and diffusion phase (the mid-sixties to the mid-seventies).
Phase three:	the 'better schools' phase (the mid-seventies to the mid-eighties).
Phase four:	the managerial phase (the mid-eighties to the early nineties)."

(Goddard, Leask, 1992, p.41)

They go on to suggest that phase five might be the 'holistic phase' \* but for purposes of this review I intend to review the literature against the first four phases and to focus upon the management of change as background to the present. It is important to remember that a theoretical basis for action is in its infancy:

"The theory of educational changing is a thing of unanswerable questions."

(Fullan, 1982).

The management of such change with all its attendant planned implementation and subsequent improvement is a weak infant unlikely to grow to any stature. This dimension of this complex picture is also reflected in this review.

In phase one, the 'ad hoc' phase, there was little drive for curriculum development nationally. What development there was following the 1944 Education Act was

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\* They argue that phase five should draw on past experience to provide a conscious strategy nationally and locally in harmony to enable long-term improvement to take place (Ibid. p.64)

centred upon the individual teacher. Professional development of the individual teacher was seen as the way to improve quality in education. HMI and LEAs provided short courses and long-term secondments were encouraged under the 'pooling system' of 1955. (McBride, 1989, p.177). There was no attempt to co-ordinate the professional development of individuals. The training activity was seen as enrichment which would lead to improvement at classroom level. Early attempts at curriculum projects were small scale and usually targeted at non-examination classes in secondary modern schools. As Marten Shipman wrote of one such project (1971):

"The rapid decline and early demise of this project was due to failures of planning in the project, in the organisation of the schools and in the local support for innovation. No one involved realised that even a minor project required support and that curriculum change was essentially a matter of management."

(Shipman, 1971, p.15)

Shipman gave this paper at a conference for teachers concerned with the curriculum of the secondary school in 1969 and it is interesting that his statement that "curriculum change was essentially a matter of management" highlighted the move into the second phase of curriculum development and diffusion. At the same conference Malcolm Skilbeck gave a paper on strategies of curriculum change in which he said:

"There is no single recognisable strategy of curriculum innovation in the sense that research, study and experience have yielded a set of imperatives or even guidelines for action. The work itself is perhaps unfortunate in an educational context not only because, as Joslyn Owen has pointed out, it has overtones of military control but also because it communicates - and altogether too pretentiously - a sense of settled and tried procedures which will work, if only we handle them properly."

From a review of literature and research I have reached the conclusion that several thousand years of practice, a rather lesser period of theory and a half century of research have not yet yielded a single over-arching strategy for curriculum innovation which rises much above the level of platitude and common-sense! This may appear a somewhat disconcerting or at any rate an idiosyncratic expression of opinion and it may appear to leave me with nothing else to say on this subject. What I intend by this expression of opinion is not an end to discussion and a return to routine methods, but that we should not look for simple panaceas or single solutions to the problem of setting about to change the curriculum. Furthermore we should be ready to observe and inquire, in the manner recommended by Bacon, to try to find out how people do in fact proceed to change the curriculum, whether they are successful, what their criteria of success are and to what ends they seek to make certain changes. From such inquiries we can begin to build some ideas that might eventually yield powerful strategies."

(Skilbeck, 1971, p.p.29-30)

In this phase many external projects were generated. There was an expansion in the resources for education available together with an emphasis on centralised curriculum development. The Newsom Report, "Half our Future", 1963, had shown the weaknesses in the education provided for 13-16 year olds and the Schools Council for Curriculum and Examinations was set up in 1964 to tackle this problem in a coherent fashion. Curriculum development was engineered by central teams who then trained teachers on courses. Although much interesting curriculum material was developed the overwhelming evidence was that change did not take in the schools. Gross, Giacuinta and Bernstein (1971) and Smith and Keith (1974) wrote the two classic studies of innovations that failed to take among people who seemingly desired the change. It was clear that there was a need for a closer study of the organisational factors involved in the adoption process. (Carlson, 1968, and Nicodemus, 1971). As Malcolm Skilbeck

had suggested in 1969:

"These points may be summarised into a simple model of the teacher, as change agent, diagnosing a situation, preparing objectives, designing schemes of work, devising implementation procedures, implementing and evaluating the effects of his treatment. My contention is that he should be able to argue out each of these steps or stages, to show they interrelate and to have means for changing what he does in relation to each stage in accordance with his experience of particular units of work."

(Skilbeck, 1971, *ibid.* p.34)

Teachers had to be empowered to choose from the options presented to them by external teams such as the School Council.

One of the results of the centrally produced materials was the demand for accountability. Evaluation became a high priority and at a conference held at Churchill College, Cambridge in 1972 'illuminative' or qualitative methods of evaluation gained support (Leask, 1988). At the same time there was a growing concern about standards.

Did the new materials really bring improved teaching and learning? The Assessment of Performance Unit was set up as described by Becher (1984 p.107) and there was a shift to an interest in the way in which schools adopted new approaches successfully.

In 1970 Eric Hoyle gave a paper on the role of the change agent as facilitator of change and he concluded:

"This paper has been concerned with the basic problem of how so many apparently promising educational innovations show little, if any, improvement on existing practices when they are objectively evaluated. It has been argued that these failures could be accounted for by the

failure to develop appropriate input strategies. A sociological perspective suggests that the manner in which an innovation is introduced is as important to its effectiveness as the qualities of the innovation itself, and that the sponsor of any innovation must consider the implications of the fact that it must be adopted by social systems rather than by unrelated individuals".

(Hoyle, 1970, p.17)

This theme was further developed by Eric Hoyle in 1972 when he wrote of the failure of many innovations to take in schools:

"The motto of 'adopt and adapt' is generally sound in that it indicates the necessity of modifying an innovation in the light of local circumstances. But where the adaptation involves 'knocking off the corners to get it through the doors of the school' - in other words, adapting the innovation to prevailing patterns of curriculum method or organisation - the innovatory aspect is often lost."

(Hoyle, 1972, p.6)

Stenhouse's work (1975) on the role of the teacher as researcher followed the path indicated by Malcolm Skilbeck. Stenhouse articulated the paradigm of curriculum design which had emerged from the school-based curriculum - reform movement in embryo form. John Elliott wrote that this contribution supported teachers as reflective practitioners:

"Central to Stenhouse's paradigm was the specification of a 'praxiology': a set of principles to guide teachers in translating educational aims into concrete pedagogical practices (see Stenhouse 1975 and Elliott 1983a). This praxiology (my term for such principles rather than Stenhouse's) embraced the process of education and not simply its content."

(Elliott, 1991, p.15)

The phase three stage from the mid-seventies to the mid-eighties saw a shift to strategies for improving the whole school. The then Prime Minister, James Callaghan, made a speech at Ruskin College, Oxford, in 1976, and this was accompanied by a Green Paper: "Education in Schools: A Consultative Document", (DES 1977). Research on effective schools in the USA, Purkey and Smith, 1982; Clark, 1984, and in the UK, Rutter et al, 1979; Reynolds, 1985; Mortimore et al, 1985, generated a number of factors that appeared to be present in schools that provided higher outcomes for their students than those produced in other schools. Purkey and Smith (1982, p.65) outlined five factors that they considered to be vital in the effective impact of teaching upon pupil performance:

- " 1. strong leadership;
- 2. high expectations by staff for pupil achievement;
- 3. clear goals and emphasis for the school;
- 4. a school-wide effective staff training programme;
- 5. a system for monitoring student progress."

Nine factors along the same lines were described by Miles and Ekholm (1985) and such ideas about the way in which schools might manage effective learning became widespread.

There was growing evidence that school improvement had to be managed and that external innovations even if resourced very often failed to take as "the corners were knocked off to get them through the school door." (Hoyle, 1972, p.6)

As a result the mid-seventies saw an increasing interest in main whole-school development and this led into phase four, the eighties to the early nineties, the managerial phase. By the end of 1980 three-quarters of the LEAs in England and Wales were actively involved in debate with their schools about evaluation. (Simons, 1987, p.220). The ILEA document, "Keeping the School under Review", (1977), was widely used as an exemplar. Review was, however, no guarantee of change and development and even procedures for implementing changes such as the Guidelines for Review and Internal Development in Schools (GRIDS) produced under the auspices of the Schools' Council Development Committee (McMahon et al., 1984) were modified by schools to suit their own purposes.

The problem of how to generate change in schools was one shared internationally and the International School Improvement Project involving one hundred and fifty people from fourteen countries world-wide was set up under OECD. The work of this project and of its members is described in Van Velzen et al (1985) and Hopkins (1987) and has led to a considerable amount of material relating to managing development. This work underpinned the way in which LEAs and the DES tried to advise schools on the process of development planning. The DES funded the School Development Plans Project during 1989-90 (Hargreaves et al., 1989; Hargreaves and Hopkins, 1991). This externally driven attempt to get schools to plan and manage change leading to improvement underwent the same sort of "tissue rejection" in many schools that the externally provided curriculum innovations had suffered in the seventies. Many



schools were under pressure to manage their own budget following the 1988 Education Act and the accountability for finance drove many to draw up a tight management plan to ensure a budget surplus (Leask, 1992). The government was determined that schools should improve and whilst it delegated finance to the school and its governing body it also took a firmly directive line as to how improvement would be measured and managed under the Office for Standards in Education (OFSTED). Once again the initiative was external to the school and many schools began to consider ways in which they might internalise the management of school development.

This phase took place against a confused background. It was not clear whether a site-based management approach was to be encouraged or whether schools were to be directed along certain lines of development. As Stuart Maclure stated in Education Reformed:

"When Sir Keith Joseph went to the DES as Secretary of State in 1981 he was determined to apply in education the logic of the Government's radical economic policies. He distrusted the incremental approach. Even more, he distrusted the attempt to build such an approach on the basis of consensus among the education providers. He wanted to go for structural reforms which would increase parental choice and make the education system respond to the healthy discipline of competition and market forces."

(Maclure, 1988, p.160)

The 1988 Act grew out of a determination to bring about radical reform to the schools in England and Wales and this drive did not countenance any strategy other than external action. As with the simplistic approach to inspection there was a simplistic

approach to schools as organisations for teaching and learning. No consideration was given to the evidence from sociology (Etzioni, 1964) that coercion leads to alienation within organisations. It appears to have been assumed that schools would respond to the challenge of operating within a network of separate, semi-autonomous institutions maintained by local authorities or central government by becoming more efficient and achieving higher standards. Before the nature of school organisation has been explored further it is not possible to assess the fourth phase, the managerial phase adequately.

Much of the literature on school organisations reflects a sort of organisational schizophrenia described by Charles Handy:

"The secondary school today seems afflicted by a sort of organizational schizophrenia - is it a bureaucratic factory delivering goods or is it a collective of individual professionals each doing their own professional thing? It is convenient for governments, local authorities and parents to see it as a factory. Then they can ask it to deliver particular types of goods, they can use the language of resources and outputs, they can impose quality control and other regulations, they can measure and compare effectiveness.

On the other hand, the ethos of education, the development of the individual, the crucial interaction between individual teacher and individual pupil, all argue for the maintenance of the professional tradition. Which should it be?"

(Handy, 1984, p.16)

Learning is not a process that fits with the factory model. Essentially it is a matter for the individual interacting with experience within a supportive context. If schools are to provide centres in which people are to learn then the nature of that organisation should

be analysed. Thompson (1969) has highlighted the mixture of bureaucracy and structural looseness in schools and Miles (1969) puts forward the concept of "organisational health", a positive quality of renewal", as a condition for the successful implementation of innovation.

An organisation might be "healthy" with regard to one particular innovation but unhealthy in relation to another and so it is important to tease out what kinds of organisation are better equipped to cope with change than others. Burns and Stalker (1961) studied the growth of the electronics industry. They identified two types of organisation: the "mechanistic" which is hierarchical and highly formalised and which is best able to cope with routine operations in a stable situation: the "organic" which is flexible and tolerates overlapping functions and which is better able to cope with change and which can operate in a more turbulent environment. Burns and Stalker outlined eleven characteristics of mechanistic and organic organisations and the sixth of these highlights the contrast between the two management systems.

"Mechanistic is characterised by:

(f) hierarchic structure of control, authority and communication."

Whilst organic is characterised by:

"(f) a network structure of control, authority and communication.

The sanctions which apply to the individual's conduct in his working role derive more from presumed community of interest with the rest of the working organisation in the survival and growth of the firm, and less from a contractual relationship between himself and a non-personal corporation, represented for him by an immediate superior."

(Burns, and Stalker, 1966, p.p.120-121)

Burns and Stalker develop their analysis by pointing out that the two types of organisation they define are not a dichotomy. Rather they are "intermediate stages between the extremities empirically known to us." A concern may well operate with a management system which includes both types of management system. A point that reinforces Charles Handy's view that schools reflect a sort of organisational schizophrenia. Burns and Stalker do attach an interesting corollary to their analysis:

"The emptying out of significance from the hierarchic command system by which co-operation is ensured and which serves to monitor the working organisation under a mechanistic system, is countered by the development of shared beliefs about the values and goals of the concern. The growth and accretion of institutionalised values, beliefs and conduct, in the form of commitments, ideology and manners, around an image of the concern in its industrial and commercial setting make good the loss of formal structure."

(Ibid. p.122)

Tyler (1973) called for greater official support for structural experimentation in schools in this country where they appeared to be locked into the mechanistic system. He endorsed the view that the nature of school organisations should be studied before there could be judgements made about strategies for improvements.

"The extreme reluctance of educational systems to adopt innovations is well illustrated in the observation of Paul Mort that the average school lags twenty-five years behind the best practice. Such a fact has provoked interest in the development of organisational settings which will spontaneously generate and sustain innovation. The question here is much more fundamental to the life of the school than, say, the

adoption of the Nuffield Science programme, since it involves an understanding of the total system of values, communication and authority relationships that constitute school structure."

(Tyler, 1973, p.225)

Recent writing on total quality management for schools picks up the need to empower teachers not only to do their job better but also to feel a genuine sense of ownership of the job.

"The teacher must be:

- Encouraged to use initiative.
- Given adequate equipment, physical and mental.
- Be trained to use it effectively.
- Have achievements, however small, recognised by management."

(Greenwood and Gaunt, 1994, p.72)

The external approach to the management of change is simply not appropriate to school improvement in the late twentieth century. The approach can be set out in the form of a diagram (page 104 ). W.E. Deming (1982) made the clear statement that: "The aim of supervision should be to help people to do a better job." The report on the Piper-Alpha disaster underlined the negative result of too much external inspection. People lost interest in their job and deliberately left checks to the external inspectors.

The crucial question remains. How are teachers as members of school organisations to be empowered to improve on their previous best? Georgiou (1973) provided an interesting metaphor for the micro-political exchanges within a school.

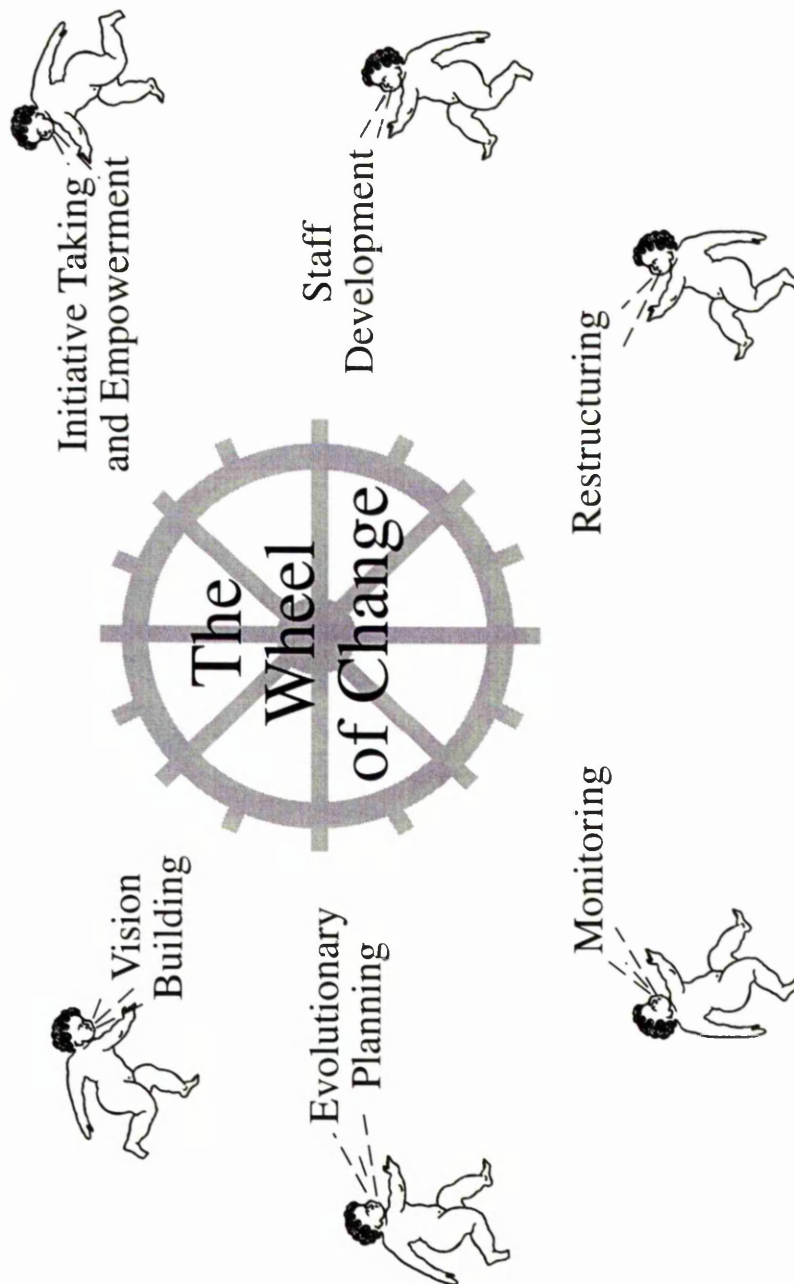
"The organisation is not seen as an incentive distributing device, abstracted from the relationships of its members, but as a market place in which incentives are exchanged. From this, power is regarded not as a relationship between contributors and the organisation, but as a relationship between contributors. The possession of power is a function of the capacity of an individual to contribute incentives to one or many, or even all of the contributors to the organisation. Both the exchange of incentives and the possession of power are evident throughout the organisation, every individual having some power because he contributes to the satisfaction of somebody else's wants."

(Georgiou, 1973, p.306)

The concept of the complex bustle and bargaining within the market place catches some of the exigencies of teaching and other administrative duties. Managing development in a school could also be likened to servicing and improving a merry-go-round whilst it is still revolving. It could well be that this nigh impossible task is best left to the school organisation and that over-arching school improvement models are best provided as exemplars, for schools to adapt to their particular situation.

Colin Marsh (1994) has produced an interesting analysis of selected school improvement practices. He considers three school improvement models: Collaborative School Management (Caldwell, and Spinks, 1986). People-Centred Action (Loucks and Lieberman, 1983) and Action Research (Kemmis and McTaggart, 1984). These are set against three major perspectives on change developed by House (1979). The technological perspective under which teaching is considered as a technology which can be improved by the use of new techniques. The political perspective that focuses upon the conflicts and compromises that occur among factional groups. The

# The Forces That Bring About Change



cultural perspective that reflects the different cultures or subcultures that operate within a school. As Colin Marsh points out:

"Each of the models described in this chapter has strengths and weaknesses. A preference for any particular model will probably be related to the overriding values one has about school improvement."

(Bennett, Glatter, Levacic, 1994, p.45)

If positive school development is to take place it must be rooted in the school organisation. Phase four of the Goddard and Leask (1992) suggested pattern could thus be sub-divided into two phases of management. The mid-eighties could be regarded as the phase of external management whilst with a growing awareness of the essential need to generate development from within schools the second half of the nineties into the next century should see schools taking control over the management of their own development.

As Michael Fullan states:

"The challenge of the 1990s will be to deal with more second-order changes - changes that affect the culture and structure of schools, restructuring roles and re-organising responsibilities, including those of students and parents. In the past we have often worked on the notion that if we just 'fix it' and if all perform their roles better, we will have improved education."

(Fullan, 1991, p.29)

School development leading to school improvement is a process. This process is carried out by teachers. A reflective and committed staff can work together to increase



the effectiveness and efficiency of teaching and learning. The literature reflects the fact that such a process does not take place under external pressure. In chapter eight the ways in which school organisations can become learning organisations where continuous self-renewal and positive adaptation to change are incorporated within the school are considered. The next chapter outlines the barrier to school change and improvement that will be created if OFSTED does not move from its present audit mode.

## **Chapter 6: The Ofsted audit and the model of the good school.**

"Education development is technically simple and socially complex."

(Bruce Joyce)

In a recent publication on the early experience of OFSTED inspections (Ouston, Earley, Fidler, 1996) Sheila Russell writes:

"As inspectors have applied it, and schools have responded, the model places undue emphasis on the 'audit' stage of an improvement cycle. It is even more a matter of concern, then, that inspectors' issues often prompt schools to repeat the 'review' stage, before embarking on action. There is evidence both in inspectors' recommendations and in school action plan responses that the external view is not enough to prompt change, and that the internalisation of findings as school priorities will not happen without school staff being more closely involved in the process of forming judgements."

(Russell, p.109)

Encouragingly Sheila Russell comments on the resilience of teachers determined to create conditions to sustain change at school level as outlined by Hopkins, Ainscow and West (1994). Often the OFSTED inspection has set back this process as meeting the requirements of this 'snapshot' summative judgement understandably displaces the energy of teachers towards those requirements. Naturally fear of failure drives a school to meet the criteria laid down in "The Handbook for the Inspection of schools" (1993 and 1994). This anxiety is very real and "often leads to defensiveness and denial rather than reform. And not surprisingly so: if you strip a man naked in public, his first reaction is not usually to pull up his socks."

(Hargreaves, 1990, p.p.10-11).

Gerran Thomas (1996) has also surveyed the stress created by OFSTED inspections and makes the issue clear when he states that the model "emphasised judgement at the expense of advice." He goes on:

"This has had certain effects on the manner of some inspectors and inspection teams, including the adoption of impassive facial expressions and a refusal to indulge in professional dialogue with individual teachers."

(Thomas, 1996, p.366)

I return to the point made in chapter four about the nature of inspection and Maurice Holt's (1981) contention that education is 'par excellence' a field in which everything depends on value judgements. Much is made of the issue of objectivity. OFSTED inspectors are not to give advice. They are to inspect impartially. There is also a belief implicit in the OFSTED inspection procedures that unambiguous 'facts' underpin the work in a school. Given the complex human interactions in any classroom this belief is clearly based on scant knowledge and understanding of teaching. The third argument for inspection as an objective process is that of 'procedural objectivity.' The Framework and Handbook provide explicit criteria for judgement and in this way aspire to eliminate the scope for personal judgement. The government sought to provide value-free, objective evaluation for the police, prisons, social services and schools. The Citizen's Charter (Cabinet Office, 1991) enshrined this policy which was further developed for schools in the Parents' Charter (DES, 1991). The 1980s saw central government determined to give a prime place to evaluation based on an approach under which "complexities of provision can be broken down into definitively

assessed or measurable indicators of performance". (Henkel M., 1991 p.p.179-80).

Henkel goes on to draw from her study of public inspectorial agencies not, however, including education, that objective evaluation is a myth.

"Evaluators bring with them values derived from occupational and disciplinary traditions which may in turn be congruent with, or hostile to, the dominant political ideology."

(Henkel, 1991, p.236)

The government was seeking managerial forms of accountability and distrusted professionals. The addition of lay inspectors to OFSTED teams was intended to provide the sound common sense view of the public. Ironically the Framework was constructed by HMI and so incorporated the traditional professional approach of the national Inspectorate. Eric Green has outlined how little inspection has changed over the last century. In 1878 inspectors were told to concentrate upon the "Code respecting Discipline" in which these words appeared:

"the managers and teachers will be expected to satisfy the Inspector that all reasonable care is taken to bring up the children in habits of punctuality, of good manners and language, of cleanliness and neatness, and also to impress upon the children the importance of cheerful obedience to duty, of consideration and respect for others, and of honour and truthfulness in word and act."

(Green, 1994, p.143)

The debate about the 'moral tone' in schools continues. Whilst in view of the manner in which HMI were treated by the government with the creation of OFSTED the

Framework could be termed their revenge upon the managerial approach to education.

Behind this managerial audit approach to schools lurks the concept of a "good school": the belief that if the inspection turns up sufficient evidence that the school is doing well on most aspects of the Framework then it is nearer the good than a school that does not score so well. Experience as an inspector and headteacher makes me question this simplistic approach. On one occasion I was with a review team of a secondary school which according to the criteria should not have worked. The quality of the teaching and learning throughout the school was, however, good. In the "Handbook of Suggestions for Teachers" produced by the Board of Education in 1937 a good school is defined:

"It will not be difficult to recognise a good school for there the children will show the energy which comes from the natural flow of vitality, the knowledge which results from the free play of intelligence, the evident care and thoroughness which arise from a right sense of values, and the happiness which accompanies the feeling that they are doing things worth doing and doing them well."

(Board of Education, 1937)

Mike Douse from whose booklet "OFSTED and Onward" (1996) the above quotation is taken also quotes a registered inspector saying in late 1995:

"I can generally tell if a school is a good school within half an hour of arriving. I usually know if a lesson is going to be effective in the first five minutes. While I'm always ready to modify my initial impression, the need to do so hardly ever arises."

(Douse, 1996, p.18)

Much of the evidence upon which OFSTED inspection reports are based rests upon value judgements and these judgements are influenced by perceptions of the good school model: a model which found written form in the HMI publication Ten Good Schools (1997).

With this point in mind it is useful to consider some other flawed assumptions about education, because these influence decisions and get in the way of school development and improvement: a fact recognised by Goddard and Leask (1992) who provide examples of such flawed assumptions. Three of these are of particular relevance to this thesis in addition to the flawed assumption that inspection will bring improvement.

- "• Effective teaching depends on choosing one particular method rather than another.
- Research and evaluation have nothing to tell decision makers and there is nothing to be learned from the past.
- Legislation is an effective mechanism for change".

(Goddard and Leask, 1992, p.221)

It is vital that the exact purpose of inspection is made clear and that the nature of school improvement is carefully considered if the present confusion and ambiguity are not to lead to a slavish adherence to meeting the audit requirements of OFSTED. Unless inspectors can include qualitative impressions without tangible evidence and make observations on resource requirements and other sensitive and relevant issues they will not be an integral part of the school improvement process. As Mike Douse (1996) points out at present:

"external inspection merits no mention on any of the dozen or so lists of features associated with successful schools."

(Douse, 1996, p.5)

How can we build on the national audit exercise and move forward into a phase of school improvement?

First, it is vital that the nature of the present exercise is made clear. The OFSTED process has certainly provided schools with a kick-start to change. The starting point for change is the unfreezing process (Lewin, 1951). People need to be aware of the need for change and to feel dissatisfied with the present before they are ready to play an active part in change. The OFSTED inspection process has made schools carry out self-review to prepare for the external audit and has provided headteachers with a rationale for unfreezing the school organisation. David Hargreaves (1996) has drawn attention to the four grounds used by teachers and by doctors to justify their practice:

- tradition (how it has always been done);
- prejudice (how I like it done);
- dogma (this is the 'right way') and
- ideology (as current orthodoxy requires).

Such justifications can be very powerful and it could be argued that it is only some external climate change such as comprehensive re-organisation or external inspection against a national framework that will unfreeze attitudes and so create a situation in

which change can be managed. This purpose of the OFSTED inspection could be made overt and the task completed in secondary schools by September 1997, the next phase of supporting school development should now be debated.

The second positive benefit of the OFSTED inspections is the data collected about schools. Data that could remain locked away or be used as a resource for research. Real school improvement demands continuous effort and a diversity of programmes. Any source of data about practice should be made available for analysis and reflection. OFSTED would thus have provided a kick-start and a ramp for take-off. These achievements are considerable and if inspection is to lead to school improvement they need to be used to ensure take-off by schools, where the focus for improvement lies.

Beckhard and Pritchard (1992), Senge (1990) and Holly and Southworth (1989) have all argued that a school has at its core the business of learning and that it should be in a primary position to become a learning organisation itself. In order to become a learning organisation that changes and grows a school must, of course, have a learning system. Holly (1992) has made the point that action research at school level enables a system of learning to develop. Participative data-gathering, decision-making and collaboration among teachers professionally at classroom level all create a learning community. Team teaching in the sixties created the learning climate for teachers in many secondary schools. Derek Glover (1994) has argued that school-based evaluation can provide a basis for development provided that it is an exercise in which all teachers are involved. Priorities that are decided by external fiat or by a form of school Court of



Star Chamber consisting of the head and senior management team will not become, in Fullan's (1992) term embedded.

It is vital to remember that teachers have a very heavy and demanding workload (Hughes 1996). To place additional demands upon them without involving them fully in the process simply leads to glum resistance. Indeed, there is some concern expressed in the recent book edited by Martin Hughes that the downward pressure upon teachers to provide National Curriculum subject-based teaching will inhibit coherent and creative teaching.

"While it is, of course, inevitable that teaching and learning will take on a different nature within different subject areas, it is still important that the experiences offered to pupils across the curriculum as a whole have a certain degree of consistency, and in particular, that they are enabled to make links between existing knowledge and new knowledge."

(Hughes, 1996, p.199)

It is apparent that schools must become learning organisations in a world where the only constant is change. Michael Murray (1994) has described an interesting project in which subject based curriculum development was used as a means by which schools could master the disciplines involved in becoming a learning organisation.

"The corner stone of any proposal towards the development of the Renewing School in this study rests on the principle that the development of the teacher is central to the issue."

(Murray, 1994, p.164)

The focus must be on the classroom teacher and his or her involvement in professional development within the context of the learning school. Part of this involvement will be generated by a continuing readiness to reflect upon classroom practice.

In the next chapter the teacher as researcher is considered as one way in which this focus can be developed but the importance of moving from external audit to internal review and development must be emphasised. It must not be mere rhetoric to switch the thrust for school improvement into the classroom although the interaction required is socially complex. Schools will have to find their own strategies to suit their own situation. They could be helped by a simple map of learning within the classroom setting. What evidence should teachers be looking for? Such a map or framework might include:

- (i) Objectives: that are clear;  
that relate to previous work.
- (ii) Careful planning of the use of time.
- (iii) A range for activities that: challenge all pupils;  
relate to each other;  
follow a sequence.
- (iv) Resources - prepared, pre-viewed and to hand.
- (v) Clear instructions to pupils.
- (vi) Momentum in the learning.

- (vii) Contingency plans for the unexpected and for learning opportunities arising during a lesson.
- (viii) Work beyond the lesson rooted in the work during the lesson.

Schools could use such simple frameworks to encourage all teachers to carry out self-review. In my present school I have been involved in the introduction of a framework for evaluation (Appendix E). The introduction to this process gives the flavour of self-review with a focus. The focus agreed between the teacher and a "critical friend" from within the school. The scheme has been well received and is part of the preparation for an OFSTED style inspection carried out by HMC.

### **"A FRAMEWORK FOR EVALUATION"**

This Framework is intended for use by all teachers at Bristol Grammar School as the basis for structured self-review.

It also provides the basis for observation and discussion within departments.

- The questions should serve as key/trigger questions to assist self-evaluation of your own performance.
- The Framework sets out some of the criteria against which you might monitor your progress. The questions do not comprise an exhaustive list of areas that could be considered and can be amended and/or extended as deemed appropriate.
- The questions should not be seen as a checklist to be slavishly adhered to but as a framework to aid purposeful evaluation, discussion and target setting.
- It would be impossible and, indeed, undesirable to consider all of the questions at any one time. The purpose of early evaluations could be to take a general overview which may in turn highlight specific areas for closer consideration in the future.

This Framework is based upon a scheme developed in Hereford and Worcester to

encourage and support self-evaluation with the involvement of a "critical friend" from within a school.

Critical friendships have been described as:

"practical partnerships entered into voluntarily, based on relationships between equals and rooted in a common task or shared concern."

As Tom Peters states in Thriving on Chaos:

"Once again, people are the key. Virtually all inspection should be self-inspection - and this can be accomplished if the work force is involved."

This Framework is intended as a tool to help all teachers at Bristol Grammar School become involved in the evaluation of the process of teaching and learning."

(Bayne-Jardine, 1996)

OFSTED has provided a kick-start to the process of unfreezing schools. It is vital that schools are now supported in the process of managing self-review and development. One way of structuring this support will be considered in the next chapter on development planning.

It is, of course, vital that the school manages the development following the unfreezing. As Jack Dunham (1995) has stated, it is essential that schools preserve a concern for quality in management development by following guidelines to:

- "• identify the problems or barriers to implementation;
- recognise the skills needed to tackle these;
- train and retrain for the required skills development."

(Dunham, 1995, p.149)

Above all he concludes:

"The school is the most significant arena for professional training and development when it provides .... 'a sharing - learning culture.' Middle managers are well placed to influence and strengthen this culture by using and sharing with their colleagues all the management skills presented and discussed in this book."

(Ibid. p.150)

This positive approach to school-based professional development has roots in the staff development programmes developed in the early seventies. At the first annual conference of the British Educational Administration Society, Tony Light in a keynote address made the point that staff development is a 'learning process' experienced in shared situations and went on:

"To engage in such a 'learning process', whether inside the school or in partnership with the supporting agencies, requires considerable modification of attitudes by all the participants, a recognition of the need to learn, a willingness to learn together".

(Pratt, 1973,p.8)

Carol Cardno (1996) argues powerfully for a problem-based management model and of the twenty-two New Zealand schools involved in the programme only one failed to

achieve satisfactory outcomes. There can be little doubt that a management culture in which norms of openness and improvement are fostered and modelled is a proven way in which to bring about school development. The next chapter considers school development planning as a mechanism for managing change and improvement in schools.

## Chapter 7: School development planning as a mechanism for change

"One of the features of schools is that all too often the rhetoric of statements of aims and objectives in their prospectus bear little relation to what really happens in the classroom"

("Towards a paradigm for Total Learning", The Grubb Institute, 1989).

This gap between rhetoric and reality is one that the government pressure upon school action planning was intended to bridge. The Department of Education and Science published a booklet, "Planning for School Development" in December, 1989. This guide was produced by a team at Cambridge University, led by Professor David Hargreaves and Dr David Hopkins. It was followed in June 1991 by a second booklet, "Development Planning, A Practical Guide." The booklets were the result of thorough consultation with LEAs and fieldwork visits in fourteen LEAs. The booklets were designed to help schools to plan their future development and turn those plans into reality. In "Planning for School Development" (1989) the advantages of development planning are set out:

### **"ADVANTAGES OF DEVELOPMENT PLANNING**

Heads and teachers with whom we have spoken felt that there were eight main advantages.

1. A DP focuses attention on the aims of education, especially the learning and achievement, broadly defined, of all pupils.
2. A DP provides a comprehensive and co-ordinated approach to **all** aspects of planning, one which covers curriculum and assessment, teaching, management and organisation, finance and resources.

3. The DP captures the long-term vision for the school within which manageable short-term goals are set. The priorities contained in the plan represent the school's translation of policy into its agenda for action.
4. A DP helps to relieve the stress on teachers caused by the pace of change. Teachers come to exercise greater control over change rather than feeling controlled by it.
5. The achievements of teachers in promoting innovation and change receive wider recognition, so that their confidence rises.
6. The quality of staff development improves. In-service training and appraisal help the school to work more effectively and teachers to acquire new knowledge and skills as part of their professional development.
7. The partnership between the teaching staff and the governing body is strengthened.
8. The task of reporting on the work of the school is made easier."

(DES, 1989, p.4)

In the second booklet there is a section on getting the process started in which the issue of external drive as opposed to internal ownership is raised.

"For many schools, development planning is a new concept. Sometimes the LEA has taken the initiative, often requiring schools to submit a plan with the support of officers and published guidelines. Sometimes it has been the school's own initiative after hearing about development planning from various sources, including the earlier booklet in this series."

(DES, 1991, p.3)

LEAs played a major role in working with schools to set the development planning



process in motion. Sheffield Education Department produced an ambitious document entitled, School Development Planning under LMS. This document made clear that the LEA saw their role as guiding Governors and Managers over the management of change and development.

"The Local Management of Schools is not primarily concerned with the shift of financial control from the LEA to the Governors and the Managers of schools. It is concerned with giving Governors and Managers the responsibility for the allocation of resources to meet their aims and objectives for the development of the school."

(Sheffield County Council, 1990, p.10)

Initially development planning was an outside-in strategy presented to schools. The Education Department of South Australia (1990) produced guidelines for school development planning. These guidelines gave clear ownership of the process to schools which were to decide how the process was to be managed and understood. However, there was a clear "system context." This was the Education Department's "Three Year Plan" which outlined the Department's priorities for development and into which a school's development plan had to be meshed. (Education Department of South Australia, 1990). Although the process of planning was left to the schools, which were offered guidance and support, the priorities for action were set externally. From the outset in Hereford and Worcester we were determined to encourage schools to adopt their own development planning process following the initial county institutional development plan scheme which was used for planning INSET and for submitting a bid for funding under the revised system of the Grant for Education Support and Training.

A report on Institutional Development Plans was produced in October, 1990. Ninety-two per cent of the secondary schools returned their completed plans. Upon the basis of this report the format for the 1991-92 plans was revised and a number of planning points for school professional development co-ordinators to consider were set out.

These points demonstrated the move towards school ownership of the process.

- "(a) What is a realistic number of planning initiatives? Schools identified anything from 1-12 initiatives. Research evidence indicates that no more than 3 major initiatives can be effectively planned per annum.
- (b) Staff development, especially, should be considered by individual staff concerned. It is quite clear that the planning in a number of schools was conducted exclusively by one or two members of staff (probably the Head and/or the PDC.) Individual staff members should be consulted about their developmental needs/wants by the planners.
- (c) There is a clear overlap between Curriculum and Management and Organisation Development in planning Records of Achievement and Assessment. Schools categorised these areas under both headings. Is it possible to be more specific?
- (d) A trend is developing where schools may be planning/training in clusters/pyramids across phase or inter-phase. Schools in these situations are often sharing their INSET costs with the resultant easing of the budget burden. This development does have obvious implications in planning. Shared costing must surely be driven by shared planning to be effective."

(Hereford and Worcester County Council, 1990, p.19)

The report produced in 1991 confirmed the increasing desire for secondary schools to set up their own planning procedures without the constraint of a common county format. The introduction to this report stated:

"There is evidence that the structure which is provided by the IDP has enabled some schools to develop individual methods of collecting and presenting information on their planning and on staff development needs."

(Hereford and Worcester County Council, 1991, p.1)

The Inspection, Advice and Training team agreed that we should encourage this shift towards school ownership of the development planning process though there were some fears expressed that our resources might not meet the demands from schools or that there would be no demand for some particular curriculum support. We decided to contract Peter Holly, an educational consultant who had been based at the Cambridge Institute of Education, to work with schools to empower them to carry out their own development planning. The outside-in-drive would thus generate an inside-out process. In September 1994 Peter Holly produced a booklet for Hereford and Worcester schools: "Planning for Development." This booklet was made available to schools, using a series of conferences in the county as part of the process of moving schools on to manage their own planning and development. The success of this strategy is reflected in the fact that in a comparison among OFSTED reports on middle schools, Hereford and Worcester schools did not have development planning as a key issue for attention, whereas in other LEAs it rated amongst the top three issues.

The foreword to the booklet, "Planning for Development", outlines very clearly the strategy adopted:

"Everyone agrees that development planning in schools is becoming more important, not less. Local Financial Management (LFM) has

heightened the need not only to plan systematically for change but also to integrate this development planning with the establishment's business and financial planning. What started life in the county several years ago as the vehicle for identifying staff training needs has become the vehicle for a school/college going about its total business.

In the Authority's documentation previously circulated to schools, staff development, curriculum development and management development were all seen as aspects of an "IDP" - an Institutional Development Plan. More holistic planning, however, is now called for. Moreover, recent representations from schools and colleges have suggested the following improvements to the IDP:

- much more emphasis to be placed on budgetary considerations, including the integration of development planning generally with the annual cycle of budget setting
- less emphasis on the County's required documentation
- more emphasis on external support for the internal planning process
- greater availability of constructively critical feedback on the quality of both the plan itself and the planning process
- more compatibility with, on the one hand, OFSTED inspection and review cycles, and, on the other, teacher appraisal
- greater emphasis on evaluation, especially the generation and application of success criteria
- the availability of user-friendly guidance and support in the form of process guidelines - thus this present offering.

Indeed, the commissioning and distribution of these process guidelines reflects the changing role of the LEA itself. The intention is not for schools to follow these guidelines slavishly. Guidelines are exactly that: they are suggestions, prompts and reminders, but not dictates. These process guidelines are being made available to schools to use as they think fit. Suggested timelines replace deadlines, a full repertoire of techniques - from which to pick and choose - replaces any uniformity of approach. These guidelines are for schools to use, adapt and incorporate with their own ideas. They are intended to frame development planning, not to provide a step-by-step 'painting-by-numbers' approach.

It is interesting to note that when the HMI in Scotland produced documentation for schools on self-education and development planning, they had much the same things to say. Their guidelines, they said, presented a

*"strategy, not a prescription ... (They are a) suggested framework which schools can amend and develop to fit their own context and circumstances."*

In short, these guidelines aim to be enabling not disabling."

(Holly, 1994, p.1)

Development planning was seen as central to, and the embodiment of, the self-developing school. The planning process became the vehicle for self-development; the way in which such a school went about its business. In such schools, teachers made comments such as the following:

"We used to change for the sake of change but now we're changing with a purpose and that's much more powerful."

"We wanted a school which is innovative and stable. We don't want changes that are here today and gone tomorrow."

As these comments suggest, a development culture involves change efforts which are purposeful, painstaking and productive, not faddist, fickle and fruitless. Teachers appreciate the benefits when change is systematic and managed. Above all, they value change and continuity, what Holly and Southworth (1989) referred to as an integrated approach that "combines the best of the old with the best of the new."

One of the problems of change in education is the way in which innovation takes place

and flourishes for a short time before a new initiative takes over. The nature of such initiatives has been clearly outlined in Gross, Giacqinta and Bernstein, (1971). They are essentially transitory. It is an unfortunate aspect of central government initiatives, short-term funding and the annual grant for education, support and training, GEST, that the development plan for a school can be focused on short-term change. One vital aspect of development planning is that it must become part of the culture of the school. Michael Fullan stresses the importance of an atmosphere of calculated risk-taking and evolutionary development. As he says:

"Have a plan but learn by doing."

(Fullan, 1982, p.83)

If school improvement is to take then school development planning must not be forced into "tight forward scenarios" in order to gain central funding annually but must work on good data and be ready to take advantage of the unexpected. (Miles, 1987).

Michael Barber (1996) makes this plea:

"Slow but steady growth over the lifetime of one Parliament, if not two, ought to be achievable. Incidentally, there are many in the education system who would sacrifice a little growth to gain the steadiness. The fluctuations of expenditure from year to year which have characterised education funding disrupt improvement strategies."

(Barber, 1996, p.p.297-8)

Development planning is an essential part of school improvement at school level but it must become part of the way in which a school operates and not be regarded as an exercise necessary to satisfy external criteria for funding and evaluation.

Development planning is the way to manage change effectively. As Peter Holly argued, it has to be seen as the initiative, not yet another initiative; when treated as such, it's not part of the problem (of innovation overload), it's part of the solution. Development planning becomes the conduit for processing all the changes facing the school. Even having one development plan (as opposed to many plans) is an exercise in the management of change. The plan should contain what Goodlad calls the school's "hard rock agenda", which not only combines the external and internal demands into one agenda but also helps a school staff to "internalise the external" (Holly, 1991). In short, it helps a school to concentrate on the important tasks in hand.

Schools needed encouragement to grasp the opportunities offered by development planning. In Hereford and Worcester we summarised the ten advantages of development planning within schools following meetings at which the booklet, "Planning for Development" was distributed.

#### "DEVELOPMENT PLANNING:

- provides the backbone for the self-developing school;
- supports the creation of a development culture;
- promotes the systematic management of change;
- provides the skills that schools need in order to have the

- institutional capacity to handle change effectively;
- encourages the use of an internal process that is staged and cyclical;
- underscores the need for informed decision-making;
- underlines the need to establish success criteria for the purposes of and, indeed, the link between both formative and summative evaluation;
- creates the trigger mechanism for full stake-holder participation and collaboration;
- encourages the generation and application of practical techniques which, in turn, create the opportunities for collaborative dialogue;
- realises the full potential of the Learning School."

(Compiled by Holly, 1994)

The key question of how the Learning School can be developed is addressed in the next chapter. If the school's development plan is embedded in the culture it can become a learning school while if it is merely a paper exercise it will remain outside the workings of the school organisation and peripheral to the reality of the classroom.

The OECD - sponsored International School Improvement (ISIP) envisages the school at the centre of change and the development of strategies that strengthen the school's organisation as well as implementing curriculum reform. Hargreaves and Hopkins (1991) summarise the assumptions upon which the approach to school improvement rests under the ISIP. These are listed as:

1. The schools as the centre of change.
2. A systematic approach to change.
3. A key focus for change.
4. Accomplishing educational goals more effectively.



5. A multi-level perspective.
6. Integrative implementation strategies.
7. The drive towards institutionalisation.

The last two points underscore the crucial part played by development planning. As outlined in the summary these assumptions are:

- "6     **Integrative implementation strategies.** This implies a linkage between 'top-down' and 'bottom-up' - remembering of course that both approaches can apply at a number of different levels in the system. Ideally 'top-down' provides policy aims, an overall strategy and operational plans; this is complemented by a 'bottom-up' response involving diagnosis, priority goal setting and implementation. The former provides the framework, resources and a menu of alternatives; the latter, energy and school-based implementation.
- 7     **The drive towards institutionalisation.** Change is only successful when it has become part of the natural behaviour of all those in the school. Implementation by itself is not enough."

(Hargreaves and Hopkins, 1991, p.118)

## **Chapter 8: The school that learns will develop - towards the self-managing, self-reviewing, self-developing school.**

"The beginning of administrative wisdom is the awareness that there is no one optimum type of management system."

(Burns and Stalker, "The Management of Innovation", 1966)

Schools are not army units nor are they communes. They can be characterised by what has been termed a "structural looseness" (Bidwell, 1965). Such organisations do not easily respond to tight rational planning and as Eric Hoyle has pointed out:

"organisational pathos will remain and rationalistic approaches will always be blown off course by the contingent, the unexpected and the irrational."

(Hoyle, 1986, p.72)

Indeed March and Olsen (1976) provide a "garbage-can model of organisational choice" with regard to decision-making in organisations with diverse goals and hence a high degree of ambiguity. Problems, solutions, participants and opportunities for choice are all thrown into the garbage-can out of which emerges a decision. This picture is further complicated by the fact that in a loosely-coupled organisation the implementation of decisions is uncertain. The head may implement some decisions but others, usually at classroom level, are less easily carried out. A decision is made, agreed and enshrined in a development plan but nothing happens. Innovation without change is one danger of too much reliance on rational planning. (Christensen, 1976).

Michael Fullan (1991) has warned that emphasis on vision in leadership can also be misleading. This raises doubts about the reliance on the high powered, charismatic headteacher who is expected to transform a school within four or five years. Fullan argues that the headteacher's vision may blind the leader to alternatives and to opposition. Key teachers can resist change until the visionary leader moves on and the power for change is too dependent upon one person. As Michael Fullan and Andy Hargreaves state:

"'My vision', 'my teachers', 'my school' are proprietary claims and attitudes which suggest an ownership of the school which is personal rather than collective, imposed rather than earned, and hierarchical rather than democratic. With *visions* as singular as this, teachers soon learn to suppress their *voice*. It does not get articulated. Management becomes manipulation. Collaboration becomes co-optation. Worst of all, having teachers conform to the principal's vision minimises the possibilities for principal learning. It reduces the opportunities for principals to learn that parts of their own vision may be flawed, and that some teachers' vision may be as valid or more valid than theirs."

(Fullan & Hargreaves, 1991 p.90)

Schools are complex organisations and dynamic strategies are essential if they are to be managed effectively in an unpredictable world. Ralph Stacey (1992) challenges managers to rethink their approach to managing chaos. He points out:

"Normal day-to-day management must rely on decision making as a logical, analytical process. But the extraordinary management required to bring to the surface strategic issues and handle them in innovative ways has to rely on decision making which is an exploratory, experimental process based on intuition and reasoning by analogy".

(Stacey, 1992, p.24)

He goes on to suggest that top executives do not drive and control new strategic directions. They create favourable conditions for complex learning and participate in effective politics at organisational level. The effective school organisation must respond to changes in society and always be seeking to improve upon its previous best. Neither rational planning nor charismatic leadership is sufficient to manage school improvement and the crucial question is one of how do schools become learning organisations? All too often the rhetoric of school intentions bears little relation to what really happens at classroom level and, as has been stated in a Grubb Institute paper on Technical and Vocational Education Extension (1989), what is needed is a new paradigm of total learning along the lines of the vigorous and dynamic business paradigm.

"Leadership is not about management skills or about technical competence, it is about paradigms, mental models of the business. The executive exhibiting true leadership must constantly recreate the organisation, challenging the existing ways, and that takes real courage."

(Thompson, Financial Times, 8 September, 1988).

Given the nature of school organisations the question of improvement of such organisations has to be considered carefully. Stephen Murgatroyd and Colin Morgan (1992) provide three definitions of quality. These are: quality assurance, contract conformance and customer-driven quality. Historically the work of Her Majesty's Inspectors of Schools has been a quality assurance activity and as they increasingly

codified the basis for their professional judgement so they moved further into the quality assurance process. Contract conformance is used in schools particularly with regard to students with special needs. Quality means meeting agreed deadlines in appropriate ways. Quality specifications are made locally by those undertaking the work and represent quality through integrity. The work is then carried out as agreed. Customer-driven quality is more difficult to locate in schools because there is an ambiguity over whether pupils and parents are customers. Customers can define their expectations clearly and, increasingly, providers and customers need to work collaboratively to define requirements and then ensure they are met. Murgatroyd and Morgan suggest that the balance of these three dimensions of quality is shifting and that schools must recognise this shift. (Oakland 1989; Atkinson 1991; Berry 1991). Schools can no longer rely on quality assurance with some measure of contract conformance, they must focus on customer-driven quality supported by more than contract conformance to ensure quality assurance. Pupils and parents are becoming increasingly sophisticated and articulate about their expectations of schools. Quality has to be built into the process of teaching and learning and this will require a concerted, integrated and dynamic effort. In "Success Against the Odds" (1996) the point is made that:

"Pride in the school, not just within its walls but beyond them into the community, forms an intrinsic part of the virtuous spiral of improvement".

(Maden and Hillman, 1996)

Quality must be increasingly linked to the community in which the school operates.

This issue is conceded by OFSTED in the booklet "Improving Schools", 1994. In the introduction on improving schools the booklet begins:

"There is no single route to the improvement of schools, nor any single point on a school's route to improvement at which it can stop and call the process complete. Schools have much in common in terms of the provision they make and the framework within which they operate. However, in the ways they deliver that provision they are infinitely varied. They are also infinitely improvable."

(HMSO, 1994 p.5)

At the end of this introduction the variety of approaches to improving the quality of teaching and learning is underscored:

"There is no magic formula for bringing about school improvement; nor is it easily achieved, particularly by schools in socially deprived areas."

(HMSO, 1994, p.7)

It is suggested that careful, rational planning and the commitment of teachers, heads, pupils and governors are vital for school improvement.

In the resource pack "Quality Development" produced by Birmingham City Council Education Department (1996) the changing approach to defining quality is set out in a way which supports the process at school level.

"Quality Development is essentially a process. It is a strategy, a 'way of working' that facilitates change and supports development. Quality Development makes a difference to learning and teaching by providing the stimulus and practical support for colleagues to build monitoring and evaluation into their work."

(Birmingham, Quality Development Resource Pack, p.5)

Quality is clearly a professional responsibility of teachers and schools must be self-evaluating. Two barriers to this development are the demanding task of teaching and outside interference. The busy process of managing learning has to continue whilst new approaches to school management are introduced. The diagram on page 104 sets out the external forces that bring about change. These forces have to be internalised and the external pressure reduced to a minimum if schools are to improve on previous best. The diagram can be changed to illustrate the change in the way in which forces might operate. (Diagram on page 137 ).

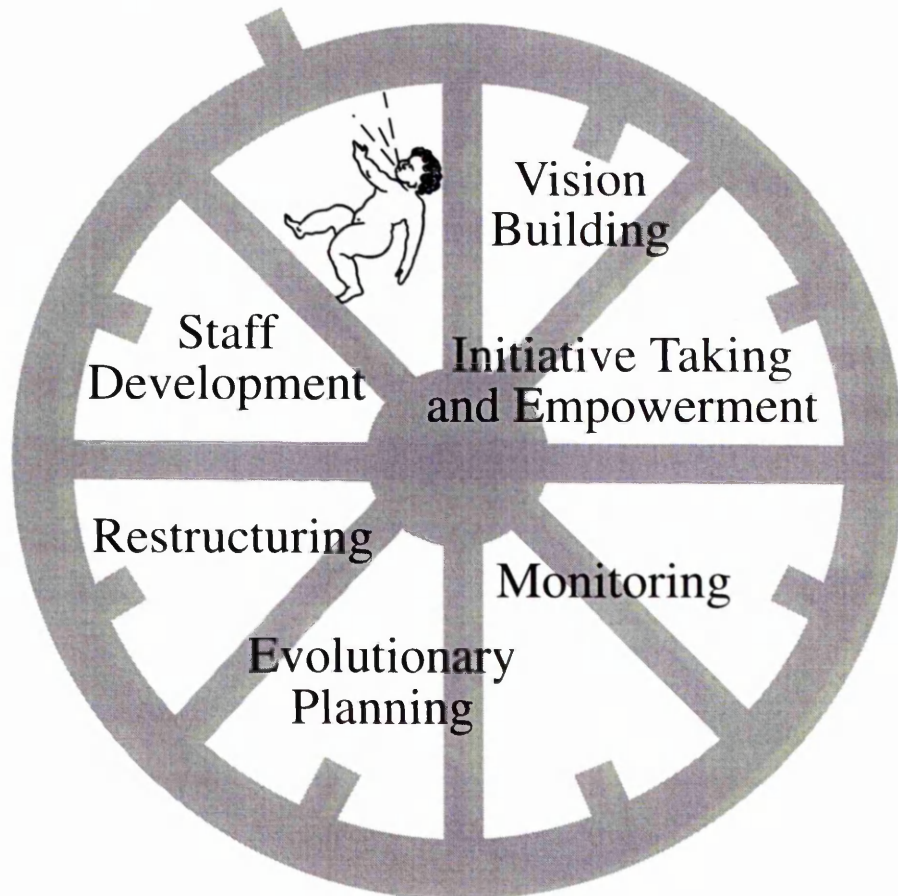
The dilemma for all involved in the management of education remains in that the schools have to be empowered to be self-managing, self-reviewing and self-developing. External pressure can be counter-productive and so the school has to be supported in becoming a learning organisation in control of its own development.

Göran Ekvall (1991) has set out conditions for creating a learning organisation and idea-management. He suggests that:

# The Forces That Bring About Change - Internalised



Pressures from outside





“In some organisations it is futile to try to implement an idea-handling procedure of any kind, because it will be rejected like an unfit transplanted organ, the immune defence being the prevalent values, norms, attitudes and analogous actions.”

(Ekvall, 1991, pp 73-79)

The concept of a learning organisation is not a soft option for any school. The sense of learning together has to be fostered so that the school presents learning as something which is for the adults working there as well as the pupils, and training is provided for all staff, much of it school-based. (Russell, 1996, p.179).

Such general principles are reflected in the review of school effectiveness research undertaken for OFSTED by Pam Sammons and her colleagues (1995). Eleven common features emerge regarding effective schools though the presence of such features does not predicate effectiveness. These eleven features are:

1. Professional leadership.
2. Shared vision and goals.
3. A learning environment.
4. Concentration on teaching and learning.
5. Purposeful teaching.
6. High expectations.
7. Positive reinforcement.

8. Monitoring progress.
9. Pupil rights and responsibilities.
10. Home-school partnership.
11. A learning organisation.

(Myers, 1996, p.p.7-8)

The effective school is one in which everyone is a learner and learning takes place at all levels in the organisation. Nobody has all the answers and there is a climate in which there is a readiness to tackle problems together.

Michael Fullan (1987) quotes Bernard Shaw's words: "Reformers have the idea that change can be achieved by brute sanity." He then makes six observations about change and outlines three broad phases of change: initiation, implementation and institutionalisation. Fullan's approach is refreshingly practical and rooted in a common-sense approach to managing change. I would highlight one of the six observations. The one that states change equals learning. Knowledge of how adults learn should be used when designing strategies for implementation of change. In addition Fullan stresses the need for commitment to the change at the initiation stage, the involvement of a group to oversee the implementation stage and the embedding of the change in the fabric of everyday practice at the institutionalisation stage.

The delicate task of encouraging schools to take their own destiny in their hands against a backdrop of external audit is a challenge to all those involved in supporting

## INITIATING THE DEVELOPMENT CYCLE

### Chartering the current reality

*Where are  
we now?*

*What is?*

### Visioning

*Where do we  
want to be?*

*What ought to be?*

**THE  
STAFF**

*What has to  
be focused on?*

*What do we  
need to attend to?*

*Focus/priority  
areas and themes*

*Strategic  
Planning  
OHP 14*

and advising schools. In Hereford and Worcester we contracted Peter Holly to provide models of practices that schools might adopt to manage their development. By involving secondary school professional development co-ordinators in the production of models Peter Holly was able to work with teachers to provide them with the confidence to plan for their school. Mindful of the danger of having too many plans in a school we took as a focus the school development plan. Such plans are an essential element in an OFSTED inspection and involve the school governing body. Unsurprisingly there was a high take-up of places on these workshops in which Peter Holly worked with the Hereford and Worcester Inspectorate, advisory teachers and teachers to model processes which schools could adopt and adapt to meet their particular situation. The overhead from the County resource pack, strategic planning number 14, (page 140 ) encapsulates the process and the outline diagram for the resource pack for showing the "five Ps" (page 142 ) illustrates the material upon which the workshops were based.

## **"ESTABLISHING PRIORITIES AND ACTION PLANNING**

### **- LINKING THE SCHOOL DEVELOPMENT PLAN WITH THE SCHOOL BUDGET**

In introducing this section it is worthwhile noting the following points:

- these two developmental stages (establishing priorities and action planning) are

```
graph TD; A[Establishing Priorities and Action Planning:  
An interactive process] --- B[THE FIVE P'S  
Prioritising  
Projecting  
Pacing and Sequencing  
Pruning  
Preparing for action]; B --- C[A five-step process for linking the School Development Plan with the School Budget];
```

**Establishing  
Priorities and  
Action Planning:**  
*An interactive process*

**THE FIVE P'S**

**Prioritising**

**Projecting**

**Pacing and Sequencing**

**Pruning**

**Preparing for action**

*A five-step process for  
linking the School  
Development Plan  
with the School  
Budget*

closely interrelated and indeed, interactive - as will be demonstrated below;

- this is the time actively to involve the school's governing body - not just as a sounding-board, but as part of the decision-making process;
- this is also the time not only to prepare as thoroughly as possible for the action (i.e. implementation) stage, but also to begin to pass ownership and responsibility to those individuals and teams who will be the implementers - **the** change agents, i.e. the classroom practitioners.
- The review of current practice will have identified a list of needs (in the form of "*musts*" and "*wants*"). This longer list now has to be translated into a shorter list of top agenda items (establishing priorities) and then these priorities have to be boiled down to action steps - in the form of targets, tasks and success criteria (action planning). Neither of these stages can be completed effectively without an interactive dialogue with the school's budget team, the members of which may include both staff and/or governors.
- Above all, the question to be posed is as follows:

**WHAT ARE THE IMPORTANT THINGS ON WHICH WE NEED TO WORK INTO THE FORESEEABLE FUTURE IN THE LIGHT OF WHAT WE CAN AFFORD?**

## **"THE FIVE STEP PROCESS"**

### **Step One PRIORITISING**

Remembering that '*less is more*', the longer list of needs emerging from the current reviews/audit process, has to be abbreviated in order to be able to focus on a shorter list of priority issues - the '*high priorities*', as it were. Criteria to use in this process include:

importance;  
worthwhileness;  
urgency;  
preordination (once these things are accomplished other things will fall into place);  
necessity (e.g. deadlines imposed by central government).

During this step it is also sensible to differentiate between the priorities that are new and can be placed in the '*Development*' category and those that have already been brought on stream and now require '*Maintenance*'. Those priorities that are developments require **start-up costs**, while those in need of maintenance incur **on-going costs** (which

will be less but none-the-less important from the perspective of the change process).

This equation now looms large and, indeed, should be a factor in the prioritising of activities:

<u>Needs</u>	<u>Musts</u> the external agenda	Development Start-up costs (2)	Maintenance On-going costs (1)
	<u>Wants</u> the internal agenda	(4)	(3)

When asked how they would fill in the boxes of this matrix, an audience of headteachers and school governors (many with business acumen and experience) responded as above:

`must' maintenance (1); `must' development (2); `want' maintenance (3); and `want' development (4). From the budgetary point of view (i.e. the need to capitalise on investment) this sequence makes eminent, good sense. In terms of consolidating the changes and ensuring their effective implementation over time, it makes equally good sense.

It follows of course, that all those involved in the prioritising process need to be in contact with the school's budget team - at this point, more to gain information than for any other reason. Going ahead regardless of and divorced from, budgetary considerations is no longer considered advisable.

## Step Two PROJECTING

The priority issues are now `awarded' to those functional teams in the school naturally responsible for their upkeep. For example, science in

the National Curriculum would be given to the science department in a high school and Key Stage One preparations to the relevant year group in the primary school. Cross-curricular items should be awarded to the relevant cross-curricular teams - if they already exist. If they don't, the appropriate team would have to be formed - an ideal opportunity, of course, to extend staff, parent/student and governor involvement.

Each team is then asked to complete a comprehensive **projection** or forecast of what an action plan in this area should be - using an amended version of the '1, 4, 5, 2, 3' technique. Each team produces its action plan - including full costing - and these plans are '*pooled*' for a lengthy dialogue between the school development team and the school budget team.

### **Step Three PACING AND SEQUENCING - PROVIDING A PLANNER**

The question now becomes a crucial one:

#### **HOW MANY OF THESE PRIORITY PROJECTIONS CAN WE AFFORD TO SUPPORT THIS COMING YEAR?**

Other questions come into play:

- How many can we support in their entirety?
- How many can we provide part support for? Is this of any worth?
- Will it help to pool available resources over several years?
- Which '*priorities*' can be deferred until next year? partly or wholly?

Maybe, '*put off*' in this context is inappropriate language. Schools certainly have to indulge in longer term planning -pacing, sequencing and staggering the changes over a longer period of time (say, three years) - and there is a pressing need for a **school development planner** mentality, with the changes being spaced out **over time**. Scheduling the changes is a much better description than '**putting them off**'. The new question becomes:

- When can this '*priority*' be brought on stream? (Remembering, of course, the important distinction between development and maintenance). This step should be completed by the school development team in readiness for the final decision-making stage.



#### **Step Four PRUNING**

Final decisions now have to be made - with the governing body definitely being involved in terms of the school development/budget plan for the coming year. Pruning may well be required at this stage and some difficult decisions may have to be made. While consultation may be required, given the degree of involvement and the preparation work already completed, there should be no real surprises at this stage.

#### **Step Five PREPARING FOR ACTION**

Responsibility is now passed back to the teams that will guide their 'charges' into implementation. The task is one of detailed action planning (based on the earlier projections) but this time addressing in particular the two sides of evaluation. The first is concerned with the "*what*" - the indicators or criteria that will have to be in place if success in this priority area is to be achieved. The second looks at the "*how*" - the methods that will be used to demonstrate that these success criteria have indeed been achieved.

The "*Five Step Process*" section was compiled with the help and advice of Karen van Berlo, senior advisory teacher and the following High School PDCs:

Pauline Hughes	The Abbey High School
Jackie Dingley	The Leys High School
Margaret Christian	Stourport High School
Ann McGuire	St Augustine's RC High School"

(Drawn from materials edited by Holly, 1994)

The overt purpose of these workshops was to encourage schools to manage their own review and development. A number of recent studies, Russell, 1996; and Myers, 1996, all confirm the importance of supporting schools in managing their own quality development.

"Whatever the ways that are used to create a learning organisation, school leaders need to provide clarity, firmness and reminders of

expectations. Flexibility and sensitivity can enable teachers to develop for themselves, but the expectations and requirements of heads of department, and of headteachers, need to be made both clear and manageable, or the defensive response will be to claim confusion and overload. Ultimately measures of success have to be not only school-specific, but specific and relevant to each teacher and pupil. Monitoring and support at school level are the most salient requirements in sustaining improvement, and these need to encourage, as well as require, the co-operation of teachers in changes intended to raise standards. New practices will be sustained if they are seen to be of direct benefit, not only to pupils but to teachers in their working lives."

(Russell, 1996, p.183)

A practical way in which teachers can be involved in the process of quality development is by undertaking action research (Elliott, 1993). Schon (1982) describes the Cogwheel Experiments in which teams of soldiers trained to process data about possible enemy air attack were freed from all standard procedures and were left to invent new methods. As a result the teams kept up a highly effective defence even when air traffic reached a level three times as great as actual traffic anywhere in the United States. Schon presents a valuable picture of the way in which professionals think in action. The learning school can draw upon reflective practitioners to carry out systematic inquiry of a classroom situation with the intent of improving the quality of practice within that same situation.

So when the teachers-as-planners return to their classrooms they become teachers-as-researchers. They are also **the** change agents in the situation. Action research equips them to be all of these things. It acts for them and against their pedagogical inconsistencies. The change tussle is personalised and internalised through the agency

of action research. Each and every teacher is asked to leave the planning table and scrutinise his/her classroom situation by asking the following questions:

- What does this goal/priority mean for me and my classroom?
- How does my classroom stand up in the light of the detailed success criteria that I helped to create?
- Is there a *'performance gap'* between the reality of my classroom and our desired outcomes?
- What is causing this performance gap?  
What is the nature of the 'problem'?
- How can I begin to reduce this gap?  
What change strategies can I employ in my classroom to improve the quality of the situation?

With action research the participants become hooked on improving their teaching situation. It transfers ownership to them. It is a case of self-confrontation. Moreover, by its on-going, cyclical nature, action research becomes the vehicle for change-making in classrooms over time. As one action-researching teacher remarked to Peter Holly:

"I've got from action research what I've not got from all the other strategies that I've tried. With action research you're not afraid to take chances, to just jump in with both feet, try some things, look at what went right or wrong and then re-format - and just keep going".

Action research involves teachers in classroom based *'micro-cycles'* of action-oriented

research. It is very much learning by doing, in a self-reflective spiral of planning, acting/changing, observing, reflecting and replanning - with the changes being worked on '*naturally*' along the way.

William Glasser (1990) in his book The Quality School argues powerfully for what he terms lead-management rather than boss-management in schools. He states that the quality of work will increase under lead-management "because the workers and the managers are working together much better than before." The argument of this chapter is that unless schools generally are lead-managed rather than boss-managed the school organisation will be stultified and will grow with difficulty. The implementation of change in schools is a socially negotiated process and has implications for the structure of the host organisation. (Whitehouse, 1977, p.416). Change that demands little shift in the pattern of inter-action is the most likely to succeed. However, if the teachers, pupils and parents are involved in a process that leads to new structures of which there is ownership at institutional level there can be more radical changes. The coercion inherent in boss-management will not provide the collaboration that such renegotiation demands. Inspection is a tool of the boss-management culture and is not an effective weapon with which to empower schools to manage their own review and development and so bring about school improvement.

## **INSPECTION AND THE DEVELOPMENT OF THE SELF-MANAGING SECONDARY SCHOOL**

### **SECTION THREE: TOWARDS A NEW FRAMEWORK FOR INSPECTION**

Chapter 9: A framework for the monitoring and support of school improvement.

Chapter 10: Some practical stages for implementing an upside-down strategy.

## **Chapter 9: A framework for the monitoring and support of school improvement.**

"Why", said the Dodo, "the best way to explain it is to do it." (And, as you might like to try the thing yourself, some winter- day, I will tell you how the Dodo managed it).

First it marked out a race-course, in a sort of circle, ("the exact shape doesn't matter," it said,) and then all the party were placed along the course, here and there. There was no "one, two, three and away!", but they began running when they liked, and left off when they liked, so that it was not easy to know when the race was over. However, when they had been running half an hour or so, and were quite dry again, the Dodo suddenly called out "The race is over!" and they all crowded round it, panting, and asking "But who has won?"

*(Alice's Adventures in Wonderland, Lewis Carroll)*

The Caucus-race described in Alice's Adventures in Wonderland was an unconventional race in which not only did all the participants emerge as winners but also the purpose of getting dry was achieved. In setting up OFSTED the government opted for a framework which fitted with a straight race within clear parameters. Perhaps it is time to reconsider this framework and put forward a model which might support school improvement.

Eric Bolton (1994) outlined the main frameworks that were considered:

- (i) privatising the whole business by putting inspections out to tender;
- (ii) extending the number of HMI fourfold to over two thousand;
- (iii) linking HMI and local inspectors in some way;
- (iv) establishing greater control over what the local inspectorates did.

The political decision was made to go for the first of these frameworks with the claim that inspection would be for school improvement. My argument has been that this audit model will not of itself bring about school improvement. Indeed it is likely to create a barrier to the commitment of the school community - head, teachers, pupils, parents, governors - to managing their own development. Their focus is on meeting the requirements of the inspection team.

Ted Wragg and Tim Brighouse (1995) have listed twelve reasons for the ineffectiveness of present arrangements and provide these as a sample. They point out that procedures are cumbersome and bureaucratic and that inspection is divorced from advice thereby detaching the whole process from the daily running of the school.

They state:

"The present framework for inspection, even in its simplified form, is not a proper means of improving teaching and learning. It produces mechanical reports, written to a formula dominated by national averages, expressed in language that would be used in no other educational context. Implicit within it is the assumption that improvement is brought about by shaming teachers."

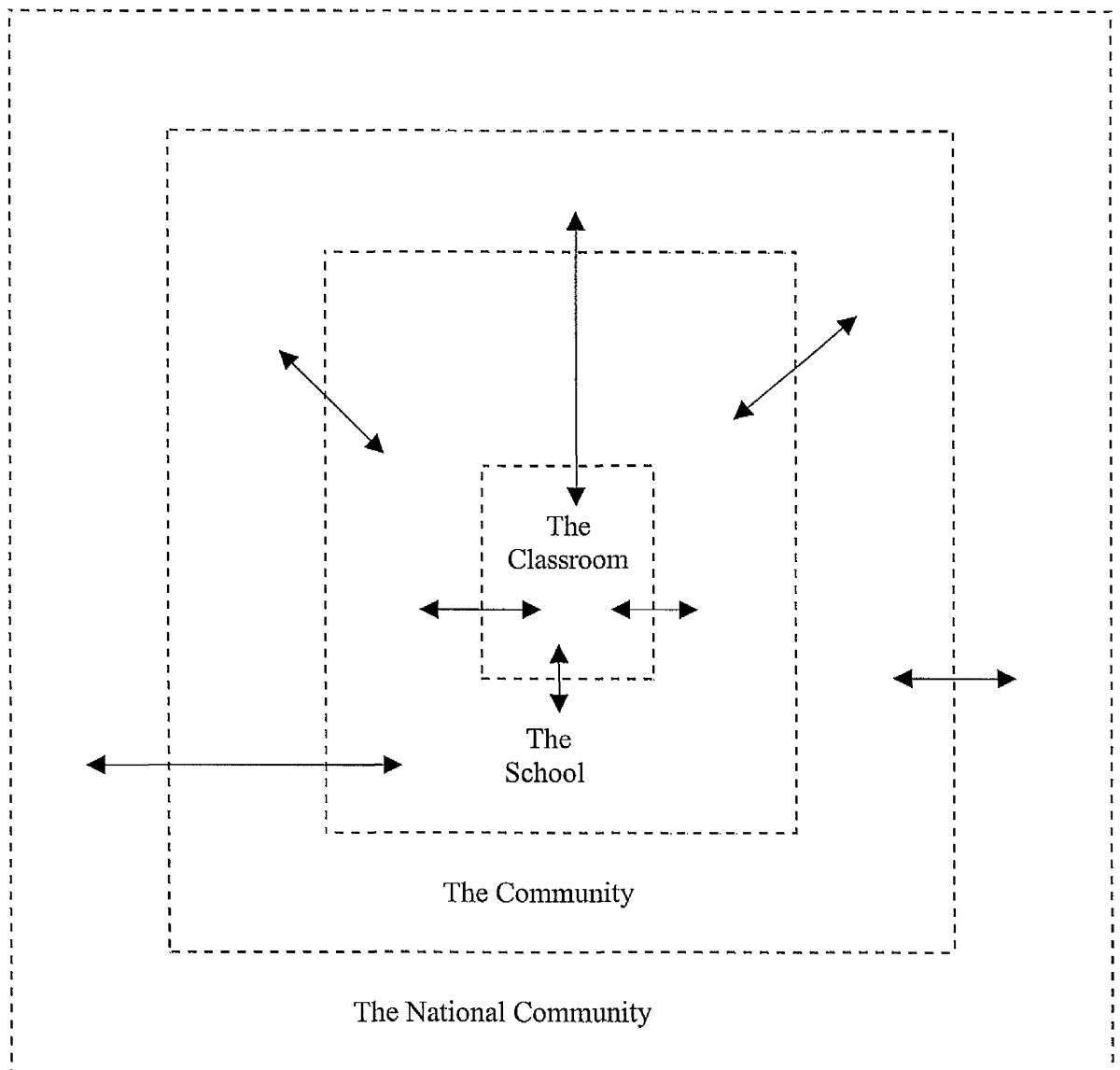
(Wragg and Brighouse, 1995, p.9)

I suggest that the time has come for some lateral thinking. Imaginative arrangements such as the Caucus-race should be considered with a clear purpose in mind. The clear purpose, avowed by OFSTED, is school improvement.

The focus for school improvement is the classroom and classroom management. (Wang, Haertel, and Walberty, 1993). I have argued that the forces that bring about change should be internalised and managed within the school. (Diagram on page 137). In that diagram there is an element of pressure from outside and it is this element that has to be built in to any new framework in a way that supports the self-managing, self-reviewing, self-developing school. However, the diagram with the classroom as the focal point illustrates that this influence is thoroughly filtered before reaching classroom level. External pressure may be required to start the process of self-management, review and development but the key to improvement must lie within the school organisation. The diagram on page 154 indicates the way in which the external pressure inter-acts with the dynamic of the school.



## The Focus for School Development



The arrows indicate the way in which the teacher at classroom level inter-acts directly with outside influences. The national community only has influence upon the classroom through the filter of the school while the community does have a direct influence upon the classroom through the pupils. Above all the influence upon the

classroom is from within the school. If teachers are to learn from experience and do more than fix the system by repairing bits rather than redesigning the whole then they must focus upon the main task. This thinking demands that more is done than simply rearranging the chairs on the deck of a sinking ship. As schools become learning organisations teachers must learn to distinguish between situations requiring adjustments and corrections and those that merit change and redesign. (Wardman and Kim, 1992, p.3).

Such a map indicates that the procedures for inspection could be redesigned along the following lines.

1. The classroom would be seen as the focus for school improvement.
2. Schools would be licensed to carry out self-evaluation as an integral part of their development planning and implementation of the negotiated plan.
3. Local teams of support staff (LEA advisers, inspectors and trainee inspectors) could be called upon by a headteacher to act as "critical friends." Higher education could also provide support and advice.
4. Governing bodies would have access to a national network of inspectors - a reinvigorated team of HMI. This team could be called upon to review the manner in which a school was managing its own development in the event of

serious concern being expressed by two-thirds of the members of the governing body.

5. As part of the learning process for schools HMI would lead teams made up of headteachers, teachers, local advisers to review successful practice in schools which had clearly improved on previous best.

Finally a National Council for the Inspection of Schools as outlined by Ted Wragg and Tim Brighouse (1995) should be established. (Op Cit. p.13). This body would be independent of the Government, though ultimately accountable to it, the local education authorities and the Inspectorate. Its members would have experience working in the field of education. This body would act as a court of appeal in the case of a serious disagreement about a review report made, in particular, under the fourth heading above.

Brian Wilcox and John Gray (1996) open their final chapter of "Inspecting Schools" with a quotation from Confucius. "Study the past if you would divine the future." As an historian I have taken this advice further into the past than they do in their review of the OFSTED framework.

During Washington's presidency of the new nation of the United States of America two members of his first cabinet provided different approaches to the way in which the new nation should develop. Alexander Hamilton, the federalist, believed in

economic control and direction by the "better sort". Thomas Jefferson believed in a republic in which the citizens were trusted to develop a democratic society in which the liberty of the individual was paramount. The framework for inspection is either rooted in the Hamiltonian philosophy of control and direction or in the Jeffersonian philosophy of trusting the people. As ever the answer must be along the continuum and, in a democracy, there will always be debate about the appropriate procedures. OFSTED has taken inspection too far towards the Hamiltonian end of the continuum and the time has come to trust schools to manage their own review and development. It is simply not sufficient to slim down the Handbooks whilst the actual inspection process remains essentially unchanged. (Wilcox and Gray 1996, p.p.139-140). The focus for any future external inspection must be the quality of teaching and learning at classroom level and the quality of management that supports that classroom activity. The OFSTED framework could be reduced to four sides of A4 under such an arrangement and one of the first tasks of the new HMI team would be to carry out such a revision based upon the OFSTED cycle under which all secondary schools will have been inspected by September, 1997.

It is important to remember that in the early stages of developing the new nation the Hamiltonian direction was vital. Washington listened to the advice of his treasury secretary because he knew the importance of a sound system. However, once the system was in place then the pressure came to move the approach to government towards the Jeffersonian end of the continuum. There have been clear benefits from the initial cycle of OFSTED inspections of secondary schools. Headteachers,

teachers, governors, and parents have all had to consider their school in the light of the Framework. It is interesting that at parents' meetings held as a part of the inspection the overwhelming response in my experience has been to support the school: a fact which underlines the defensive response to external inspection of this sort.

Nevertheless, headteachers have valued the chance to reflect upon the school organisation and useful changes have resulted. Jack Dunham (1995) describes a project undertaken by a course member on the culture of her school using Charles Handy's classification of different types of culture: power, role, task and person (Handy 1988). In this study all four types changed following the Education Reform Act, 1988. The head of year making the study observed:

"The analysis shows that the strongest recent movement is towards a role culture and there is a slight movement towards power, with task culture, a dominant feature, remaining unchanged. The results show that my school has quite a strong tradition of both role and task culture with a significant degree of power culture but that person culture, previously stronger than power culture, is now weaker."

(see Dunham, 1995, p.p.44-45)

Many schools have produced sophisticated and detailed post-OFSTED action plans. These plans and their implementation will provide the evidence as to whether or not the OFSTED inspection brings about development. The most interesting plans and those most likely to have an impact are those made with governors, parents and teachers involved. An example of the way in which one school has set about

providing parents with a clear account of the school action plan is provided in Appendix F. (Harry Cheshire High School, Post OFSTED action plan, June 1996). The language is chosen carefully to ensure that a distillation is made of the detailed fourteen page action plan set out in columns with indicators of action and costings.

I would argue that the Hamiltonian phase of educational development in England and Wales has made its impact and that the central drive - the boss-management - should be lessened. The secondary school cycle of OFSTED inspection will be complete in the autumn of 1997. The audit phase will be complete and it is opportune to move towards a Jeffersonian approach under which schools themselves manage to raise the quality of pupil learning. All teachers are involved in the management of teaching and learning and are part of the school management team.

I have already made the point that teaching is essentially a busy and demanding activity. It is vital that in letting go the reins of central control there is no attempt to over-organise the new Jeffersonian approach to school review and development. According to Senge (1990) learning must be a life-long process. Teachers must always be in the state of practising the disciplines of learning and Weick (1985) has likened the process to surfing on waves of events and decisions. Nobody can ride the surf to detailed instruction from the shore.

The shackles of regulation and government first must be loosened and schools encouraged to manage their own situation to improve on previous best. Michael

Fullan (1991) has produced ten assumptions about change. The tenth assumption put forward as a positive basis for managing change is:

- "10. Assume that changing the culture of institutions is the real agenda, not implementing single innovations. We should always pay attention to whether the institution is developing or not."

(Fullan, 1992, p.107)

Vernon Bogdanor (1997) has highlighted the dilemma facing any national government in an article in the "Times Educational Supplement", January, 1997. He poses the question as to whether the ostrich, the non-conformist strand of questioning centralisation as the enemy of diversity, experimentation and development, will continue to triumph over the lion of national efficiency. After all the Conservatives have made enormous inroads into the "secret garden" of education. I suggest that the lion's roar has forced the ostrich to raise its head and that it will now start to move if it is encouraged to do so.

It is, of course, vital to remember that schools have their own strategies to develop as they move and manage creatively within the three frameworks outlined by Harold Silver (1994). Schools are weakened, not helped, by being separated from the main currents of the life of the community in which they are located. As Harold Silver states:

"A school can best make judgements about itself if it is aware of its

purposes, its history, the configuration of experiences that make up its culture."

(Silver, 1994, p.161)

In the next chapter a way forward is suggested under which the national kick-start to school review and development given by OFSTED can be moved on into a school-managed development phase with review an integral part of the process. In Deming's words we must:

"Eliminate the need for mass inspection as the way of life to achieve quality by building quality into the product in the first place."

(see Neave, 1990, p.297)



## **Chapter 10: Some practical stages for implementing an upside down strategy**

"Vertical thinking is digging the same hole deeper. Lateral thinking is trying again elsewhere."

(Edward de Bono, 1976)

In 1995 the Secretary of State for Education wrote to Chris Woodhead HMCI requiring further effort to set targets to raise achievement in schools. The second paragraph of the letter stated:

"School effectiveness research, and indeed our direct experience with failing schools and schools with serious weaknesses, show just how important high expectations are in raising standards of achievement. Effective target-setting may help to make this a reality by articulating clearly what is expected of each school, teacher and child. Your annual report, published earlier this year, drew attention to the need for better practice in this area."

(Gillian Shephard, 24 May, 1996)

Once more the same hole was being dug deeper. Governors were provided with a booklet "Governing Bodies and Effective Schools" in which there was a table giving the features of effective schools. The booklet is clear and helpful and was written by educationists. Professor Michael Barber then at the University of Keele and Dr Louise Stall, Professor Peter Mortimore and Josh Hillman of the Institute of Education, University of London were the authors. (DFE 1995). Governors were being provided with a valuable framework but were still being driven by external forces. By the spring of 1995 OFSTED had inspected one thousand, six hundred and thirty secondary

schools and nineteen had been identified as requiring special measures. Apart from welcoming some revision of the OFSTED framework \* the Secretary of State concentrated upon target-setting in schools without considering whether or not the best way forward might be to dig a hole elsewhere and encourage schools to manage their own target-setting.

A brief survey of assessment of the performance of education systems in other countries underlines the value of learning from the experience of others. In the OECD report "Schools under Scrutiny" (1995) it is interesting to note that in Spain for example:

"the emphasis of inspection reports is very much on school improvement, rather than identifying failing schools or constructing performance tables."

(Op Cit p.119)

Whilst in Sweden:

"As for evaluation, the key conflict is between its function as a managerial tool for schools and municipalities, and its role in producing information in order to create external pressure for change."

The report goes on to make the point that in Spain:

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\* This resulted in the publication of "Improving Schools: Setting Targets to Raise Standards: A Survey of Good Practice", 1996, DFEE and OFSTED.

"most administrators, teachers and parents are inclined to work co-operatively for improvement."

(Ibid. p.131)

In an article in the "Times Educational Supplement" (February 7, 1997) Tim Brighouse draws attention to the unpublished reports of OFSTED visits to Kenmore in New York State where they have adopted a model of school improvement specifying that:

"

- improvement is a long-term process, involving all schools;
- the school is the key unit in development;
- improvement is underpinned by a clearly articulated philosophy;
- strategies for improvement depend on the enhancement of professional skills and empowering schools and teachers to make changes;
- improvements are reinforced by regular monitoring of effectiveness which includes both qualitative judgements and statistical measures;
- the educational environment and climate/ethos of schools is crucial in fostering real improvement in learning; concentrating on improvements in test scores in isolation is felt to lead to short-term gains;
- the emphasis is on positive reinforcement to reach goals agreed through consensus, not on external imposition of sanctions.

Central to the model is a high degree of trust in the professional capacity of teachers and schools to improve their practice if the right climate is created to encourage and reward excellence. Participation and involvement, good communication and feedback are central to creating this climate. Judged against objective evidence there is little doubt that standards have improved."

(Brighouse, 1997)

Again in the OECD report the 1990 Kentucky Education Reform Act is described as a daring experiment in systemic reform. The drive is to introduce more co-operative learning styles and more participation by students. An initial round of assessments has

established a baseline for each school and it is up to the schools to improve upon this baseline by a certain amount each year. Funding is made available to support improvement plans. Again the comparison with international approaches supports my contention that inspection procedures should adopt a lateral thinking mode rather than continuing to dig the same hole deeper.

Six propositions for success can be adapted from Fullan and Miles (1991) when contemplating change or trying again elsewhere in de Bono's terms.

1. All large scale change is ultimately local implementation.
2. Change is learning - loaded with uncertainty.
3. Change is a journey not a blueprint.
4. Change is resource hungry.
5. Seeking assistance is a sign of intelligence.
6. Change requires power to manage.

With these six propositions in mind the practical steps to empower schools to become self-managing, self-reviewing, self-developing can be put forward.

First, the schools must be given the power to manage without being told what they must do. Theoretically governing bodies have a key part to play in raising standards and improving schools. They should provide a strategic view, act as a critical friend and ensure accountability. (DFE, 1995, p.2). In practice they can be marginalised during the OFSTED process. The first step in setting up a new approach to school

improvement will be to clarify the crucial importance of school-based management of improvement. A simple procedure would be to use the audit carried out by OFSTED and licence schools to undertake their own review and development using the post-OFSTED action plan as a starting point but stressing that further action plans will be a matter for the school. If the process of change is a journey then it is a sign of intelligence to seek assistance. The licence would be granted to schools identified as having serious weaknesses after agreement over the school's action plan.

The second step would be to ensure that the arrangement under which schools received an allocation from the Grant for Education Support and Training (GEST) is formalised. It could well be that an arrangement under which a school received a basic allocation and then bid for support for special development projects that were part of their action plan would be the most effective way of allocating GEST money to resource hungry schools. Projects such as those supported under TVEI provide an exemplar of the way in which development funding can be allocated to schools using a mix of base allocation and school bids for special funding. One 'caveat' would be that the special funding would have to be allocated with a clear time limit or schools would build such funding into their base budget. On the other hand it would be important to provide funding for periods of more than a single year in order to avoid short-term change that soon withers.

These two steps would ensure that school improvement was clearly placed under school management. The next two steps would be to arrange appropriate support for schools and to ensure that schools learnt from each other. The third step would thus be

to clarify the role of local authority inspection, advice and training teams as critical friends and a source of professional expertise. John Smyth (1993) has edited a book that is a critique of the self-managing school movement and in that book Marie Brennan questions the way in which central government has exported the crisis of funding education to schools by placing education in the hands of schools - governors, teachers and parents. She argues that the Caldwell and Spinks (1988) model, "despite many of its practical contributions to conceptualising the organisational demands of a complex educational organisation, reaches its logical consequence in deeming each school an 'island'." (Brennan, 1993, p.97). The third step in setting up the new arrangements for school improvement would guard against such isolationism in three ways. The Local Authority would act on behalf of schools in negotiations over funding. Governing bodies are aware of the advantages of economy of scale and of the dangers of "exporting financial problems" from the centre. They would use, and indeed do use, local support in the interests of their school. In addition the Local Authority would organise teams of headteachers, teachers and local authority inspectors and advisers to carry out reviews of school development under the leadership of HMI. The Headmasters' Conference (HMC) uses members and teachers in independent schools to carry out inspections within HMC schools. This has the great advantage of giving headteachers and teachers access to alternative procedures and so provides a valuable learning experience. Such teams would be most effectively organised and trained on a local basis by the Local Authority and would then operate in a neighbouring authority led by an HMI. The third role of the Local Authority support team would be to act as the critical friend. Teachers are too close and a critical friend provides a fresh eye, distance and illumination. Trust is crucial for a meaningful dialogue and as Eisner

(1985) has pointed out, people only make themselves vulnerable to those they believe are not intending to hurt. This crucial role is one that local authority inspectors and advisers are skilled in carrying out. The important aspect of this third step would be to ensure that the role of the local support teams was clearly defined and the purpose of supporting school improvement managed at school level clearly stated.

The fourth step in setting up the new arrangements would be to reinvigorate a national team of HMI. This team would have three main tasks:

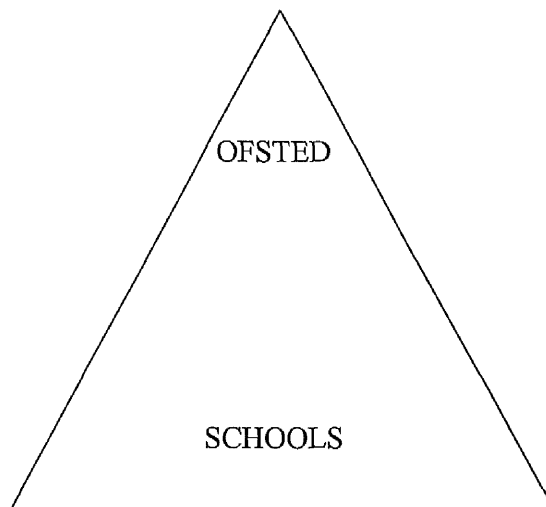
- (i) it would provide leaders for the local teams to review school development.

The purpose of these reviews would be to confirm and celebrate the work in schools. A report would be made by the HMI to the headteacher and governing body of the school reviewed. This report would confirm that the school improvement strategies were operating and might suggest refinements. Above all, the review team would be learning by reviewing practice in another school. In this way the dissemination of good practice would be encouraged.

- (ii) The team would also be available to carry out a school inspection if there was a serious breakdown between the headteacher and the governing body. Such an inspection would have to be requested by two-thirds of the governing body. The request should be supported by the local authority in the case of a maintained school.

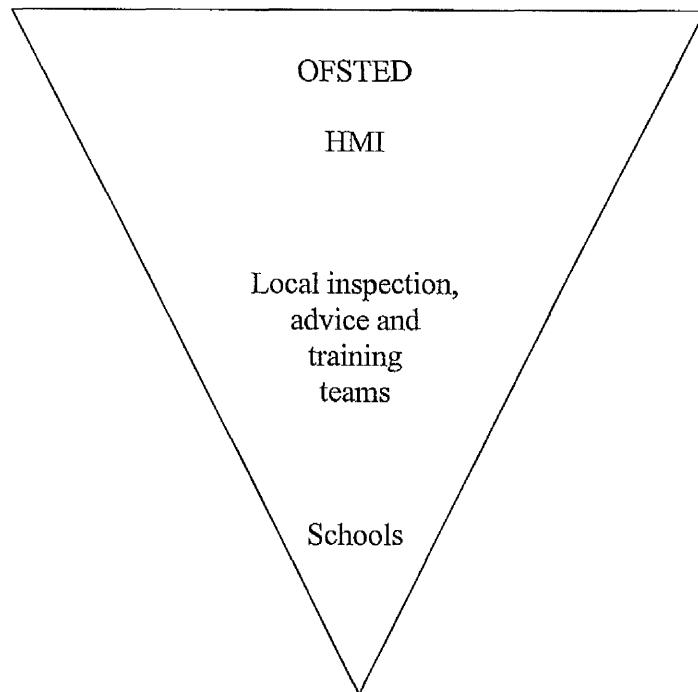
- (iii) The team of HMI would also be responsible for carrying out a national strategy for research. David Hargreaves in the Teacher Training Agency lecture, 1996, has argued powerfully for "a new partnership between researchers and practitioners." Such a partnership must be fostered and the work co-ordinated. Hargreaves (1996) suggests a National Educational Research Forum to set the course for research, and clearly HMI with access to the huge OFSTED data base, should play a vital role in publishing evidence regarding school effectiveness in partnership with universities.

In essence these four action steps turn the world upside down. At present the arrangements are like a pyramid with OFSTED at the top and the schools at the bottom.



By taking the four action steps the schools are placed at the point of the pyramid and are supported by local teams and HMI.





Such a reversal requires a new mind-set and a will to make it work. OFSTED has made an impact and much has been learned - not least that inspection on its own does not bring about school improvement. Senge (1990) argues that people learn most rapidly when they have a genuine sense of responsibility for their actions. The proposals outlined in this chapter are intended to give schools back the responsibility for school improvement. In this way learning matters because fate lies in the hands of teachers themselves. As Senge (1990) has pointed out people are continually discovering how they create their reality in a learning organisation. Problems are part of their world, not 'out there' caused by somebody outside that world. Learning is a life-long business. Schools as learning organisations embark on a journey that has no end. As A.N. Whitehead (1932) pointed out pupils are alive, they are not like pieces of a jigsaw puzzle.

Whitehead was writing about students learning but his words are resonant today about schools in which students learn. A living organisation grows from within and it is vital if we are to see school improvement into the next century that schools are encouraged to solve their own problems for the purpose of empowering pupils to learn. The reorganisation outlined in this chapter is intended to liberate schools so that they become centres of action-learning. Classroom practice is the key area upon which to focus. (Wang, Haertel and Walberg, 1993, p.p.249-294).

Throughout this thesis the quirky and idiosyncratic nature of school institutions has remained a theme. Schools will not improve however well-conceived, clearly set out and adequately communicated are the external plans put forward. The OFSTED framework is not sufficient to bring about improvement. The micropolitics of the school organisation has been described by Eric Hoyle (1981) as an "organisational underworld" which all recognise and in which all participate. Unless this dimension of a school is understood and harnessed school improvement will not take root. The process set up by OFSTED must now be turned upside down and the aleatory dimension of schools recognised. In an interview recorded by Urban (1981) President Carter's adviser on national security stated:

"My overwhelming observation from the experience of the last four years is that history is neither the product of design nor of conspiracy, but is rather the reflection of continuing chaos. Seen from the outside, decisions may often seem clear and consciously formulated ..... but one learns that so much of what happens ..... is the product of chaotic conditions and a great deal of personal struggle and ambiguity  
(Urban, 1981)

Surely the time has been reached when school leadership provided by headteachers and governors should be trusted to manage their delegated budget and the National Curriculum in the interests of the education of the pupils. This is a daunting task in the light of the micropolitical pressures in any institution and is, in my view, rendered almost impossible by outsiders constantly interfering in the process. After all, in the words of a Royal Secretary to Charles I: "There goes more to it than the bidding it be done."

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## **APPENDICES**

### **APPENDIX A:**

Prefaces to Principal County Inspector's annual report to Hereford and Worcester Education Committee: September 1990; December 1991; December 1992.

### **APPENDIX B:**

Internal document from Principal County Inspector for discussion circulated amongst the Inspectorate (June 1990 pp 8-9) - defining the task and creating the context.

Internal document from Principal County Inspector for the Education Department entitled "Losing an Empire, Creating a Commonwealth" (July 1993 pp 4 and 5).

### **APPENDIX C:**

"Some Thoughts on the Usefulness of Inspection" (December 1991). Internal paper for the Inspectorate and Advisory Teachers produced by the Principal County Inspector.

### **APPENDIX D:**

"Inspection for a Change" (June 1992). An evaluation of Hereford and Worcester Inspectorate provided by the Centre for Social Research in Education, Keele University.

### **APPENDIX E:**

"A Framework for Evaluation" (1996). An approach to developing self-evaluation with

a "critical friend" at Bristol Grammar School 1996.

**APPENDIX F:**

Harry Cheshire High School, Kidderminster, "Action plan - parents' summary" (June 1996).

## APPENDIX A

### PREFACE

September, 1990

"O wad some Pow'r the giftie gie us  
To see oursels as others see us?  
It wad frae mony a blunder free us,  
and foolish notion."

Robert Burns, "To a louse".

Robert Burns reminds us of the essential purpose of inspection to develop effective schools. Schools and colleges can only become more effective when their own review and development process is given extra rigour by the observations of critical friends.

This is the first annual report from the Principal County Inspector to the County Education Officer. It comments on the state of the education service in Hereford and Worcester on the basis of visits, reviews and related work of L.A.I. in 1989-90 and the reports produced during that academic year.

L.A.I., like H.M.I., cannot see all there is to be seen and this report does not claim to be all-seeing. However, it gives an indication based on observation of the state of education in Hereford and Worcester and outlines the areas in which L.A.I. are encouraging and leading development.

This report could not have been produced without the active support of colleagues in the Inspectorate. Tribute must be paid to their energy, effort, imagination and shrewd professional judgement. It is a privilege to lead such a team.

Colin C Bayne-Jardine  
Principal County Inspector

## **PREFACE**

**December, 1991**

The American management guru Tom Peters, in his book "Thriving on Chaos" argues that: "change must become the norm, not cause for alarm." It is vital that in education we pursue positive rather than negative policies as we learn to live with, even to love change. During the academic year 1990-91 the Inspectorate has continued to work to achieve its mission statement:

"To improve the teaching and learning process for all in the county of Hereford and Worcester"

The present organisation empowers inspectors to achieve this aim in partnership with schools and colleges.

The clear purpose of inspection must be to improve the quality of teaching and learning in all schools as well as to regulate the quality of schooling generally. The inspection function is complex and cannot be undertaken only by teams of inspectors providing written reports.

At present inspectors report to governing bodies following a major review. We are continually working to produce such reports in clear language and always enter into full discussion with teachers and governors. However, this procedure in itself will not support schools in any change and development.

Headteachers and governing bodies request and expect more than an inspection report. Quite properly they require advice and guidance on their action plans for development. The Inspectorate has adopted the role which is often described as that of the "critical friend" in response to this need. In this way we are in a position to inspect schools and to help schools develop. It is vital that we continue to work in this way for nothing is changed or improved by taking a snapshot of it.

In addition to this continuing clarification of the function of inspection the advice and support function has been focused. Schools undoubtedly value the skill and expertise provided by teams of advisory teachers, particularly if they work in school alongside teachers. During this academic year the advisory teachers have been reorganised so that they form a coherent group supporting school development.

School and colleges faced by so much change have begun to develop planning procedures that enable them to handle change. The great problem for all in education is that the agenda for action keeps changing by external fiat. It is encouraging to report that inspection throughout the county reveals that the planning process has become much more effective in schools and the Inspectorate are supporting and encouraging this development.

The Inspectorate has continued to deal with change with energy, imagination and humour. My colleagues are a thoroughly professional team and I pay tribute to them all.

## **PREFACE**

**December, 1992**

During this year we have had to continue to manage change in order to maintain the development of education in Hereford and Worcester. Louis and Miles (1990) provide a clear analysis of the evolutionary planning process in their study of urban high schools. The process is dynamic and planning must always be flexible.

"The evolutionary perspective rests on the assumption that the environment both inside and outside organisations is often chaotic. No specific plan can last for very long, because it will either become outmoded due to changing external pressures, or because disagreement over priorities arise in the organisation."

Yet we cannot remain passive in the face of change and I pay tribute to the way in which inspectors, advisory teachers and colleagues in schools have responded positively to the demands of the National Curriculum and its assessment and now to the new framework for inspection.

The experience of the LEA Inspectorate in Hereford and Worcester is that headteachers and governing bodies request and expect more than an audit of the workings of a school. They require help, advice and support with action plans. We shall continue to work with schools to ensure quality teaching and learning for all in Hereford and Worcester whilst carrying out inspections within the national framework for inspection under OFSTED.

The general picture throughout the County is good. The predominant atmosphere is that of caring school communities in which both teachers and pupils work hard in and out of school time. Ninety percent of the work seen was satisfactory or better and this is above the national average of just over 80% provided by HMI.

The post-sixteen phase of education provides a rapidly changing scene and as from 1 April, 1993, colleges of further education and sixth form colleges will cease to be part of the LEA. This phase presents a challenge in that it will be increasingly difficult to ensure co-ordinated and appropriate provision for young people post-sixteen.

Perhaps the most important point is to remember that we need time to reflect upon experience before launching into another series of action plans to cope with change. I trust this report indicates that we do try to pause for thought before taking another leap into the dark. As Isaac Newton wrote to Dr Bentley:

"If I have done the public any service it is due to patient thought".

## APPENDIX B

June, 1990

### 1. THE REVIEW PROCESS

#### MONITORING QUALITY AND EFFECTIVENESS

"The output of schools cannot be measured or evaluated in the same way as industrial output. Examination results contribute to the evaluation process at secondary level but they cannot tell the whole story and are not relevant at all in primary schools. Rather the physical, mental and emotional development of children is the essence of the task and success or failure has to be evaluated against these vital but elusive criteria."

(Approaches to School Management 1980)

The approach to evaluation of schools must be sensitive to the complexity of the process. The checklist of performance indicators relating to pupils as they emerge from statutory education is not a useful exercise. It is, however, essential that the process assessment procedure is made in a format that makes it accessible to headteachers, governors and the Local Education Authority. Evaluation is ultimately based on opinion and it is vital that this truth is not disguised with the rituals of science, whether psychological or anthropological. Evaluation is an activity which cannot meaningfully be separated from curriculum action. The data collected about schools must not be used for making judgements resting upon particular political or moral positions because such positions are always contestable in a free society. Evaluation is an integral and important part of the process of education.

It is clear that there is no single indicator or simple combination of indicators that will serve to tell everyone interested in school everything they want to know. However, it is possible to get broad agreement upon the areas that matter if a school is effective and to work upon ways of measuring what is happening in these areas. Individual perceptions and value judgements have to be brought out into the open as an LEA Inspectorate works with teachers to improve the educational experience for all children.

The four areas upon which the Inspectorate will concentrate are:

- i the existence or absence of effective classroom teaching;
- ii the level of care of the children as individuals offered by the school;

- iii the quality of the management of the school as an educational enterprise;
- iv the quality of leadership.

In order to gather information about schools in those four broad areas the Inspectorate will undertake a systematic programme of visits to schools and colleges.

1.1 Checklist of essential features for the Inspection to develop effective schools.

- It recognises the uniqueness of each institution;
- it embraces the evaluation of all aspects of the preparation, planning and delivery of the learning process towards targets;
- it builds by negotiation and commitment on the active involvement of staff at all levels;
- it is forward-looking and seeks enhancement and improvement;
- it stimulates internally generated institutional development;
- it encourages the identification, analysis, record and reporting of qualitative aspects of performance;
- it facilitates the ability of staff to take charge of their own self-evaluation and self-management;
- it recognises that evaluation is more than measurement, judgements are therefore valid if:
  - (i) they derive from relevant supportive data;
  - (ii) they are the agreed judgements of a range of valid interests.



## **HEREFORD AND WORCESTER INSPECTION, ADVICE AND TRAINING SERVICE FOR SCHOOLS**

**July, 1993**

### **OVERALL AIM**

To provide high quality primary, secondary and special education to pupils in schools maintained by the County Council.

### **THE INTENTION**

We shall continue to support self-developing schools and ensure quality by:

- an inspection cycle for all schools underpinned by reviews monitoring school action plans.

### **We shall provide:**

- advice and guidance on school action plans for development;
- curriculum advice and support from advisory teachers, inspectors and county support services so that the requirements of the National Curriculum and associated assessments are met in a way that is beneficial to all pupils;
- professional advice to headteachers and governing bodies;
- training to meet the identified needs of teachers.

### **THIS SERVICE WILL COMPRISE INSPECTION PLUS.**

### **SUPPORTING SELF-DEVELOPING SCHOOLS**

"It is true that we shall never reach the goal; it is even more than probable there is no such place; and if we lived for centuries and were endowed with the powers of a god, we should find ourselves not much nearer what we wanted at the end. O toiling hands of mortals! O unwearied feet, travelling ye know not whither! Soon, soon, it seems to you, you must come forth on some conspicuous hilltop, and but a little way further, against the setting sun, descry the spires of El Dorado. Little do you know your own blessedness; for to travel hopefully is a better thing than to arrive, and the true success is to labour."

Robert Louis Stevenson, "El Dorado", 1879

All administrators know the temptation to tidy up an organisation so that they can claim that El Dorado has been reached. Yet the reality is that schools will only change

and develop if the teachers within the institutions are empowered to develop themselves. Schools are living organisations and cannot be forced into a tight organisation and ordered to develop. Yet some structure and support is necessary if self-evaluation is to be more than introspection. We all need the critical friend to ensure that a review is purposeful and rigorous.

Educational administrators can promote a living social system's self-renewal. They can provide the vital input to create a nucleus of change. The major task is to create an organisation climate in which the self-managing, self-reviewing and self-developing school can flourish. In the UK the task is complicated by the conflicting messages from central government. On the one hand schools in England and Wales are obliged by Act of Parliament to deliver the National Curriculum, while, on the other hand they are being given power to manage themselves under the local management scheme. The Local Education Authority has to find a strategy to harmonise expectations from central government and from the schools. The true success must indeed be to labour!

The first task has been to provide organisational clarity. The model for development is not static. It is constantly moving and changing. Within this cosmological map which has been shared with all headteachers in the County every institution produces its own development plan. These plans are the focus for the work of the Inspectorate and are used to identify institutional training needs. Here again a balance must be kept between the tight control of a standard model for development and the loose rein of leaving all schools to carry out their own planning process. It is quite clear that teachers need a framework within which to work provided that they feel able to influence the nature of that framework as their confidence in the process increases. Industry has shown that organisational culture can be changed. General Electric has shown that an attack on bureaucracy followed by a strategy involving the group's workforce and customers more actively in the way the business is run can bring a climate change. The process is difficult and El Dorado will not be reached only seen ahead. The vision is vital to the enterprise.

The role of the Local Education Authority must be to provide such vision and develop a working relationship which encourages teachers to embark together on the developmental process. This process is given clarity and purpose by the format of the institutional development plan. Data-gathering is the first step in this process so that perceptions of the school "as it is now" are clarified. The ultimate purpose of data-gathering, reflection and dialogue is action and we intend to encourage teachers by questioning, by coaching, and by encouraging. The purpose of the model for development is to give teachers the security of a framework within which they can take charge of their own development with the intention of improving the quality of teaching and learning in all schools.

## APPENDIX C

December, 1991

### THE PATH BEYOND "DOUBTING CASTLE"

I remember as a secondary school pupil becoming very excited by the work of Jeremy Bentham. A number of us made great play with the utilitarian question: "what is the use of it?" Many aspects of school life failed the utilitarian test! With greater maturity I have accepted that life is more complex yet feel that there are times when one should focus upon the use of things. It could help the debate upon new approaches to inspection if we pose the question of what is the use of it?

The clear purpose of inspection must be to improve the quality of teaching and learning in all schools as well as to regulate the quality of schooling. This inspection function is complex and cannot be undertaken only by teams of inspectors providing written reports.

The response to the proposed new approaches to inspection should be informed by a careful analysis of the purpose of an inspection. The inspection report to the governing body and headteacher can be produced by existing teams of LEA inspectors. There is much to be said for this report being written within national guidelines and in clear language. However, this procedure in itself will not empower schools to develop.

It is thus vital that inspection teams advise headteachers and governing bodies on the action plans produced following inspection and then monitor the implementation of these action plans. This role which is often described as that of the "critical friend" is one that many local authority inspectors<sup>8</sup> have adopted over the last four years. The role demands considerable professional skill and is founded upon trust between the schools and an inspector. In my experience it is possible for an inspector to be a member of a school inspection team and to be the critical friend to the same school. It may well be wise for a colleague to lead the inspection team but professionals can and do handle the inspection function and the advice and monitoring of action plans function successfully.

Local authority inspectors are in a position to inspect schools and to help schools develop. It will be tragic if these professional and skilled teams are reduced to producing endless written reports. Nothing is changed or improved by taking a snapshot of it.

The situation is complicated by the curriculum advice and support that is also provided at present by local authority inspectors and advisers. Schools undoubtedly value the skill and expertise provided by teams of advisory teachers, particularly if they work in schools alongside teachers. The problem of the "seamless robe" approach to the curriculum advice, support and inspection role is that the role becomes too large and lacks clear focus. The impact of new approaches to inspection is bound to make local authorities study the "seamless robe" and consider ways in which the cloth may be cut

so that the new garments cover the requirements of schools following ERA.

There is no question that the Inspectorate in Hereford and Worcester can provide the inspection function and, with a certain amount of restructuring, the curriculum support service could work in tandem with the restructured Inspectorate from 1 September, 1992.

C C Bayne-Jardine  
Principal County Inspector

12 December 1991

June, 1992

## INSPECTION FOR A CHANGE:

### **An Evaluation of Hereford & Worcester Inspectorate**

(A Discussion Document)

#### **Acknowledgement**

This is an externally commissioned evaluation project of Hereford & Worcester Inspectorate and is intend for internal discussion, planning and development purposes. This discussion document owes much to the time support and inspiration of members of the Inspectorate, including the involvement of a number of head advisory teachers and schools. Grateful acknowledgement is also made to members of an Inspectorate Evaluation Steering Group, including Jeff Jones, Helen Olds and John Prangnell. Thanks are also due for comments made on an earlier draft by members of CSRE, University of Keele, including Trevor Siggers and Monica McLean.

## INSPECTION FOR A CHANGE:

### **An Evaluation of Hereford and Worcester Inspectorate**

*"Total separation of inspection and advice is a mistake. LEA inspection, however professionally impartial, will not lead to improvement unless inspection and its findings are in some way linked into the advice and support that should be based upon them. Similarly, effective advice and support needs to be rooted in a first-hand knowledge of the schools' existing strengths and weaknesses that is necessarily based, in part at least, on inspection. "*

(Standards in Education, HMI Annual Report of Schools, February 1991 KEY ISSUES The evaluation has generated evidence in two inter-related ways:

first through the use of a questionnaire and preliminary report (1991) and,

second, through interviews with inspectors (over two thirds) including a number of heads and advisory teachers Both questionnaires and interviews focused mainly on issues associated with inspection, professional judgement and relations with schools, including:

- reorganisation within the inspectorate (1989-92); management of change issues and the future;
- the changing role of the inspectorate vis a vis general and specialist roles;
- the nature of the review cycle; reconciling inspection, advice and support.

Despite variation in response to these and other issues in the data, a number of interrelated and recurring theme are identified which reflect common thinking among inspectors, heads and school, concerning:

- the need to inter-relate inspection, advice and support both in terms of school development and development within the inspectorate itself;
- seeing Reviews as part of a cycle of school development which reconciles (i) internal and external agendas of change, (ii) the importance of follow-up work in support of successful schooling;
- the need to identify new skills, priorities (eg regarding professional development) and practices vis a vis the changing climate and criteria of inspection, classroom observation, interpreting evidence evaluation, assessment and development work with schools;
- the importance of inspectors exercising professional judgment within an agreed framework.

## FOCUS OF THE EVALUATION

What follows is an account of the ways in which inspectors and others, including heads and schools, interpret these key themes and issues. Since the evaluation is based on questionnaire and interview data, it is not qualified to comment on the success or otherwise of the inspectorate's policies and practices. Rather, it seeks to provide formative feedback and insight into the way the inspectorate views its work: in particular how colleagues individually and collectively perceive, recognise and respond to managing change and development

While it might be argued that this evaluation has been overtaken by events, it has the advantage of observing close-up changing perspectives, thinking and understanding of the inspectorate in "interesting times". It could also be argued that whatever the new rules of "governance and engagement" associated with local management opting out and the Schools (Education) Act 1992 might be, the key issues identified in this report will remain central to effective future school-inspectorate relations.

## BACKGROUND

Essentially, the evaluation has taken place during a period of rapid educational change, at a time when the internal reorganisation of the inspectorate has coincided with the National Reform of Education (ERA 1988) and initiatives affecting the future status of LEAs and their inspectorates. On the one hand, schools in Hereford and Worcester are obliged by Act of Parliament to deliver the National Curriculum while, on the other, they are being given power to manage themselves under local financial management, including "opting out" provision.

If in 1990-91 the Principal County Inspector defined the challenge as one of finding a strategy to harmonise expectations from central government and from schools, that situation has been complicated by the Education (Schools) Act (1992) and the renewed commitment to inspection.

With the appointment of a new Principal County Inspector in 1988 development in the inspectorate has been marked by internal changes which both respond to and anticipate external agenda. This has involved two inter-related phases: (1) Reorganisation of the inspectorate's staffing, management, INSET and area structure, and (2) Redefining and reconciling models of inspection, advice and support in pursuit of school improvement including change in inspectorate-school relations. Most recently this has involved a *third wave of change* (1991-92), essentially building on (1) and (2), in which independent inspection can be carried out in school other than those advised and monitored. The approach is summarised in the document *Building upon Strength to Manage Change* (Principal County Inspector, February 1992), in which the function of the whole inspectorate can be considered on a continuum from inspection to advice:

Inspection  
100%

Advice  
100%

Thus, in the period 1989-1992 the inspectorate has experienced three inter-related waves of change, which are now in various stages of refinement and development. Hence, before looking at the way in which the inspectorate and schools perceive and relate to such change, it is perhaps first important to understand something of its rationale.

### THE PHILOSOPHY OF CHANGE

For both pragmatic and educational reasons Hereford & Worcester Inspectorate has sought to achieve a balance between its inspection, advice and support functions. It has endeavoured to achieve this by developing both philosophy of inspection, enshrined in *supporting self development in schools*, and by reforming its management and working practices in support of such development.

Essentially, the model is seen to be an *organic* one, which seeks to reconcile expectations from central government, LEA, inspectorate and schools. The major task has been one of creating and communicating an organisation climate in which the self-managing, self-reviewing and self-developing school may flourish in circumstances where the inspector, as *critical friend*, can operate in a multi-faceted way.

In practical terms this has involved, in a short period of time, (i) a radical reappraisal of inspectors' duties and (ii) establishing a framework of Review and Development Planning agreed with all headteachers in institutions in the county.

This process involves an expectation of and entitlement to a (dedicated) cycle of inspection, advice and support which balances the county's development plan with the autonomy of schools in carrying out their own planning process. According to the Authority:

*"The role of the LEA must be to provide such vision and develop a working relationship which encourage teachers to embark together on the development process. The purpose of the model for development is to give teachers the security of a framework within which they can take charge of their own development with the intention of improving the quality of teaching and learning in all schools".*

(Hereford and Worcester County Council Education Department: 1991-92 Education Inspectorate).

The question remains: how is this being achieved and what is the relationship between vision and reality?



## **VISION AND REALITY: accentuating the positive.**

From interviews with the inspectorate and heads the view is expressed that the inspector is becoming more systematic, better organised and managed in its approach. The schools' point of view is that there is more organisation and method in the inspectorate's work with improved channels of communication and access opening up between the two. Moreover, specific projects in areas associated with INSET, Curriculum Development, IT, Special Needs, Primary Education, Successful Schools, TVEI, Advisory Teachers (ATWIS), External Evaluation of TVEI, Advisory and Inspection Services, is seen to have sharpened the focus and profile of the inspectorate in the county.

Though the *cycle* of Review, Planning and Development is seen to have chipped away at traditional autonomy with responsibilities now more clearly defined, the broad consensus among inspectors is that the inspectorate is less compartmentalised than in the past, prioritises better (eg time) and adopts a broader picture of change in schools. Such change has been influenced by a number of factors linked with the reorganisation process in.

- establishing a more open style of management; developing an Area management structure;
- initiating a new network designed for the Inspectorate review process and for curriculum advice and support;
- supporting cross phase and team work across the inspectorate;
- reorganising and strengthening the links between Review, Team Work, Advice and Support;
- promoting a broader vision of schooling, quality and inspection; redefining the relations between inspectorate and schools; and
- reorganising staff and inspectorate priorities and responsibilities, including strategic new inspector and senior inspector appointments in defined areas.

The combination of these factors has undoubtedly influenced the ethos of Hereford and Worcester Inspectorate: emphasis on team work (linking colleagues' involvement in Reviews, cross phase co-operation, INSET, Area teams), has opened up communications within and between the inspectorate, advisory teachers and schools at a number of levels. At the same time, this has more clearly defined colleagues' responsibilities and diversified their roles.

In so doing, this has allowed colleagues to exercise responsibility beyond a subject brief, to be involved in a range of activities linking inspection, advice and support, and to facilitate insight into one another's areas of expertise. Overall, colleagues

express admiration and interest in another's ability, expertise and collegiality. Despite uncertainties regarding the future and the stress and strain of occupying diversified roles the majority of inspectors feel comfortable with their subject, review, advice and support activities. Working to a development plan and cycle of reviews, advice and support is seen to have injected much needed systematic planning and prioritising into the inspectorate's work, particularly in relation to recent legislation.

For those with a sense of history there is recognition that the inspectorate is now *"leaner and fitter"* in dealing with new contingencies. There is reference among inspectors to facing up to the future: to the need to *"break the dependency culture"* and *"servicing"* function traditionally linking inspectorate, LEA and schools and to

*". . . putting the inspectorate on a more professional footing."*

*"Though there is uncertainty about the future ...at the same time, despite the problems, there are lots interesting things going on in the inspectorate".*

*"The old guard have gone, the old regime lacked a system ...I work with a great team of people... there's a lot of expertise and collegiality among the inspectorate".*

*"Management has vision and a broad brush style . . .I'm happy with the philosophy, policy and direction of where we are going".*

*"Things have improved immensely ...people working in teams, across institutions, phases, on themes, area . . . taking responsibility for more than just a subject responsibility . . . there is more sign of more colleagues taking a broader picture of change in schools. There is greater focus in our work on school improvement and improving the quality of teaching and learning ...and the quality of our own work."*

## **THE VIEW FROM THE SCHOOL**

Feedback from a number of heads interviewed suggest that the reviews have been helpful and have offered the school clear direction both within specific subject areas and regarding whole school issues. Heads felt it important that reports needed to be more analytical and to avoid blandness. They felt, however, that the quality found in the inspectorate has risen dramatically in the last three to four years.

A clear message from heads is that they need support and advice just as much as, if not more than, inspection. Separation of inspection, monitoring and support functions is not thought to be helpful as the benefit from review also lies in outcomes, follow-up and "after sales." Evidence also drawn from a recent survey (High School Heads' Survey, Autumn 1991) suggests that inspectors' rapport with teachers would decline if they were seen to be only sitting judgement.

This same survey points to the desire of heads to preserve a mixture of whole school

(or "major") and departmental reviews at High School level. However, some disappointment was expressed by Heads who felt that they had little input into the scheduling of reviews, cycles and "dedicated" time. In particular, it was felt that the exchange of development plans between schools and inspectorate was a one way process.

According to the survey, despite a declared intention to *"stick with "* the county, there was considerable feeling *"...that the organisation and management of the inspectorate was not a process which was open to headteachers. They would like to be involved in this or at the very least kept informed "*. (High Schools' Heads Survey, 1991).

Nevertheless, inspectors were perceived to be doing a *"good job"*: as one high school head commented *".. they never failed to respond positively to requests made even if nothing is given. In time of need their help and support was always available. "* A middle school head appreciated the school was *"left on it own quite a lot"* and this was seen as a compliment to the head as inspector colleagues had a *'fair idea of the School"*.

In the same school it was not considered significant that inspectors visited rarely as the head *"knows where they are"* and if help or advice is needed is assured of a visit at the earliest opportunity. The role of the phase inspector was appreciated and the school was aware of whom to seek advice from or who to ask to contact about an issue.

The pyramid meetings for heads were valued and recognised as an opportunity to meet with the phase inspector but changes in the pattern of review were reducing the opportunities for such meetings to take place. Many of these meetings addressed issues of school management which were valued but it was regrettable these discussions were not open to more members of staff. This forum was perceived as helpful pending the introduction of teacher appraisal.

The range of in-service meetings between headteachers in the phase for conferences was appreciated and provided the opportunity for broader discussions - facilitating the *"personal training of heads"* and enabling them to *"keep abreast with current thinking"*.

## INSPECTION, ADVICE AND SUPPORT

There is a feeling among inspectors interviewed that the inspectorate is managing change well, but that it has not been as effective in handling change at the personal and professional level among inspectors themselves. Managing and handling change are not exclusive. Either way, it is not the intention here to conceptualise change in technical/rational or in manipulative terms. In perhaps a clumsy way I am referring to the *person* (handling concept) rather than the *organisational* (management concept) response to change. Clearly, the two go together.

However, such has been the speed of educational change in recent years that any shared meaning or understanding of the change process has often been difficult to achieve. Even when agreed agendas, model structures and job specifications have been put in place, there **remains the issue of ownership**, and how participants themselves actually understand, recognise and relate to the meaning of change (Fullan, 1991). The feeling that "we have to do this" or are "working with other people's agendas" indicated something of the contemporary dissonance of education.

It is in this context that I refer to handling change: in recognition that any innovation ". . . cannot be assimilated unless its meaning is shared " (Marris, 1975). This is not a straightforward process and clearly has something to do with the way people *feel* about change and how individually and collectively they reconcile internal and external agendas. It also has much to do with historical ambiguities associated with the "marginal" status of inspectors, which pre-dates the current climate.

However, if one links this with rapid diversification of role, uncertainty about the future and the raised profile of inspection, it is possible to understand a sense of loss experienced by some colleagues. That sense of loss is associated with the fear that the knowledge, skills and expertise which they brought with them into the inspectorate, may no longer be valued (Nixon and Ruddock, 1991), as the following interview material indicates:

*"As a relative newcomer to the inspectorate, two things struck me ...first was the lack of training and INSET support for the inspectors ...clearly one learns quickly working with colleagues. The second point I want to make is how little used some of my skills are. I envisaged that recent recruits with senior management skills from school, linked with LMS, budgets, INSET, curricular leadership and so forth would be better used. If I have a disappointment with the inspectorate it is that it does not best use these skills. I also feel in this respect schools may be better managed and more up-to-date than we are".*

*"Rigidly separating advice from inspection is lunacy ...it takes no account of local knowledge, relations with schools over time, continuity. Hit and run inspection will create a tension with schools which our policies in recent years have sought to overcome ...I didn't come into the inspectorate just to inspect, but to use my full range of experience and skills. With recent changes in the legislation I am now concerned that the notion of development will go out of the window".*

*"As I see it, there is a vicious circle involved here ...if we get too caught up in inspection but do not advise, learn and develop ourselves, how do we keep up-to-date and maintain the expertise which will allow us to inspect and advise. Without a balance we will soon reach our 'sell by' date as schools, teaching and learning will inevitably change ... that's the real problem for me".*

*"I am just trying to stay afloat ...changing roles, changing internal and external agendas .. these are not synchronized. In the present climate how can they be... perhaps this can't be managed ...I just don't feel in control of change ...it's more*

*imposed. Am I now expected to impose change, but impose what? In policy terms I suppose inspection can and will be imposed, but you also have to bear in mind that if schools are ever, in a position to buy in inspectorate services, it 's not inspection but INSET, and advice and support that they will buy ".*

*"It now looks likely that the time spent on reviews will double and, therefore, rob time for advice, support and curriculum development ...there is, of course, a strain anyway between linking inspection, advice and support. The need is obviously to involve schools more in our thinking and development and vice versa ...that, as understand it, is what our policy is, but is this now compatible with the new moves towards inspection privatisation and all that.. .the worry is off-stage: is there going to be an LEA, an inspectorate, as we now know it? "*

## MANAGING AND HANDLING CHANGE

Change is paradoxical: as organisations become more systematic and better organised in responding to and anticipating change, they also confront new challenges from within and outside. Hereford & Worcester Inspectorate is no different as expectations increase.

As demonstrated in the previous section, external agendas often generate more questions than answers. Internally, the response of some colleagues is to be even more impatient for change: wanting to relate to philosophy and practice of inspection more closely, particularly as external agendas bite. In this respect consolidation has been hard to achieve.

Professional concern remains about how to square the circle (or cycle) within existing resources: how, not only to relate review, advice and support more effectively, but also how to deliver statutory responsibilities associated with 1981, 1988 and 1992 education legislation.

An observable trend in the interview data is that inspectors are their own best (or worst) critics. In response to pressure and change they work hard, often cover more ground and, not surprisingly, complain more about time management, agendas, pressure and the need to prioritise. As in schools, the speed of change can create vertigo and innovation fatigue: it can also generate a form of "amnesia" which affects memory and recognition of the very real progress that has been made.

As Hereford & Worcester Inspectorate has become more systematic and better organised new problems, expectations and tensions arise, particularly as external agendas impinge on a reorganisation process only just underway. In these circumstances managing and handling change is fraught with difficulties: fledgling policies and practices are yet again reviewed, decisions have to be made, "fixers" and deliverers of change identified, new agendas established and so on.

Such is the pace of change that it is little wonder that some colleagues complain that "...there is no discussion here"...while others are impatient "...to move thing on". One

consequence of this is to highlight insecurities which inspectors feel - often expressed in terms of where they fit into the wider scheme of things ...where management and professional judgement intersect.

## EXERCISING PROFESSIONAL JUDGMENT

*"I'm happy in my job and can relate to the changes going on but I don't feel part of the management style and structure which sometimes feels alien when it should be part of me and I it ...I think what the senior management team is trying to do in bringing about change is right ...but not its approach or style ...as a relatively recent recruit I respect the camaraderie, skills and abilities of colleagues ...but all this isn't best harnessed and used by management".*

*"I broadly agree with the philosophy and direction which the inspector is taking. . .but its more the detail of how we get there that worries me. There should be more discussion about this . . .there was certainly in the SM team that I worked in in school . . .but here some colleagues get impatient when the question is raised. It's as if you should know all this by now . . . we certainly do work well together particularly in teams. . . but not on the detail ".*

*"I'm not sure where the lowly subject inspector fits in anymore ...to be a senior inspector in the career rank I feel one has to move away from one's subject specialism ".*

*"There is a feeling that consultation and flow of information has changed recently which has affected me . . .there is no real discussion ...no real mechanism for inspector and advisory teachers to articulate their needs . . .after all, the inspectorate argues that schools should be more self-monitoring, but we don't do it to ourselves In fact, we have no way of effectively evaluating the effectiveness of school reviews or monitoring schools' view of reviews...If we are to take seriously the notion of self-evaluation and review, the need is to involve schools more in our thinking and our development. . . in a partnership. . .but then is this compatible with the move towa inspection...whose agenda are we working to ours or the schools?".*

*"I like my work but not my job . . . there are too many imposed agendas inside and outside the inspectorate . . . it's as if we have to respond to these. And so perhaps there is less discussion . . .I don't mean to be critical of senior colleagues, who have specific responsibilities...things have to be done...it's just the way things are done...the notion of inspectors exercising professional judgement seems to have disappeared. "*

*"I'm for dedicated diaries and review cycles . . .so long as we dedicate them with colleagues and schools to meet agreed needs ...but how do we identify those needs? It's important to be systematic and organised ...but my concern is that the cycle can become a fixed frame which covers the ground . . . it may deliver entitlement but not flexibility when and where it's most needed. We are not an end in ourselves. "*

Clearly, these are very real felt concerns which reflect problems of effectively synchronising internal and external agendas: a task made increasingly more difficult in education at the present time. Yet, importantly the views expressed so far are not simply in people's heads, they constitute a lived reality of individual understanding, interpretation and response to change.

Exercising professional judgement at the present time, particularly in reconciling inspection, advice and support roles, is not easy. Not surprisingly, "management", "structure" and "cycles" are seen to get in the way.

*"I used to think of the Senior Inspectorate Management Group as a cabal . . . part of a new group doing a good job but organising us, even if for the better . . . it tends to breed slight resentment on the part of inspectors not part of the inner circle ... a sort of them and us feeling. But it wasn't until I became part of the Senior Management Team that I realised it's not like that at all with people making decisions about other people . . . It's a busy hard working team . . . not a cabal . . . but colleagues with responsibilities for leading on particular areas but at the same time being part of various teams ... Again, you can't involve everyone all the time... it may be this that makes some colleagues think 'there is something going on' when there isn't ... I do feel colleagues are pretty well informed but there will always be communication problems among busy people across a wide county like this ... we perhaps don't meet up with one another enough ... you know inspectors are all mavericks ... the heads and senior people from schools ... they always want to be consulted and have their say about everything. . . ."*

#### PROFESSIONAL DEVELOPMENT: NEW CRITERIA?

In addition to the important issues raised in the previous section concerning managing change, communications perceptions and *feelings*, it also says much about inspectors coming to terms with the developing new insight into their changing roles. If on the surface some comments may appear defensive, they are also **questioning** reflecting a professional group at risk and in the process of change (Nixon and Rudduck, 1991). However, the questioning response (how do I/we reconcile inspector, support, advice and evaluation...?) should not be interpreted as retrenchment: rather it represents a positive stance - an awareness of change and its implications .

Individually and collectively new questions about "old" problems are being asked. Concern is expressed that *"we don't want hit and run inspection"* . . . the need more effectively to relate Review, Advice and Support is reiterated ... the pastoral and the patch attachments are valued ... so too is the commitment of school progress and improvement. All such values are confirmed in interviews, policy documents and **new responses to recent** legislation. Indeed, there is confidence and optimism in the inspectorate that, given a chance, they will be able to deliver a more coherent service than either HMI or a privatised inspection service can afford.

Essentially, the underlying questioning of colleagues suggests deeper concerns about

the nature and purpose of inspection itself. Though the organic model and structure is in place, with teams, responsibilities and cycle more coherently defined, the feeling is that more attention to the *criteria* of inspection is needed. Thus comments asking for more discussion, reticence over dedicated diaries, scepticism about cycles and so forth obscure uncertainty over how future rules of governance and engagement will work. Viewed positively, there is awareness of a need to clarify the new criteria under which inspectors will work, in, with and for school and recognition that recycling old methods will not do.

*"We have policies and structures . . . and we are more systematic and consistent . . . but we too need profession development regarding agreed methods, approaches and ways of approaching review, classroom observation handling evidence, being more systematic across teams... "*

*"There is more teamwork but much of an inspector's time is spent working in isolation . . . you wear different hats but it's more a question of wanting to do better ... it's hard to evaluate the quality of your own work, report reviews ... much more attention should be given to our evaluative and consultative roles ... this involves INS~ and training particularly for classroom observation and assessment work ... in this respect the notion of critical friend looks outdated. "*

*"There's now greater focus on our work on school improvement and improving the quality of teaching and learning ... and the quality of our own work. We have expertise in our subject areas, in communicating and inspecting but we need to be more skilled in inspecting, in observation of classroom processes.. we need better monitoring and evaluative skills ... we need to be in schools and classrooms more, working with teachers and pupils with the inspectorate providing wider vision of what schools do and can do... "*

*"We do work within agreed frameworks and structures but there is room for manoeuvre . . . there is freedom: one isn't supervised as such. There is autonomy in the system at individual and team levels ... my concern is how do we evaluate the impact of our work and also the effectiveness of reviews and other inputs ... here I think we need a flatter management structure and to use the full range of colleagues' skills, knowledge and experience ... we need to talk about this and hopefully appraisal will tease this out".*

*"The real challenge is for the inspectorate to apply the self review process to itself ... the ideal is for the inspectorate to complement schools own self-evaluation processes . . . but have we empowered schools to do this . . . importantly we need to develop the skills to do this and involve the schools more in our thinking and planning, ... we tend to do for others what we should also seek to do for ourselves. "*

*"We work effectively in teams but do we effectively communicate. The Review process does bring people together but going from one Review to another can build up 'Review Fatigue'. . . you are not always involved in the final report and don't necessarily see the final product, and may have no follow-up contact with school . .*



*at present the Review system tends to emphasise reports: it's all on paper. What's required is more inter-action and development work alongside reporting ...and less reliance solely on the written report...there's a danger of people thinking 'I've been done'...the need is for development work with schools. "*

Such accounts acknowledge the importance of not only reconciling inspection, advice and support but also of clarifying new professional skills and experience required of the inspectorate. These include monitoring evaluation, consultancy, observational and classroom skills: they also include assessment skills, ways of gathering and interpreting evidence, establishing consistency, in the work of individuals and teams.

## NEW DIRECTIONS

From the interview data analysed so far the challenge would seem to be one of managing professional experience and judgement with reorganisation and management structures now underway. There is consensus that the inspectorate has *managed change* well since 1989. It is perhaps opportune to give more attention now to *handling change*, in the areas of professional development identified in the previous section. This would have the effect of complementing the personal and professional gains made in team endeavour, cross-phase collaborative projects, self-evaluation and development work.

These are the areas which colleagues identify as exciting and occasionally threatening. Moreover, being accountable to a wider constituency of governors, elected members, parents and schools also remains a challenge. Increasingly, as Nixon and Rudduck point out, inspectors cannot afford to be too idiosyncratic or partisan:

*"There is a growing awareness among inspectors that their judgements will matter more (and more regularly, and not just in occasional crisis situations; and they have to be prepared to accept communal responsibility for the judgements they make. It is within the context of these kinds of collegial relationships and frameworks that inspectors are likely to make a significant contribution to establishing standards, not only within, but also across schools. "*

(Jon Nixon and Jean Rudduck: LEA Advisers/Inspectors: Implicit criteria for the Judgment of Schools: Some Preliminary issues. BERA Conference, 1991).

In Hereford and Worcester all the signs are that its inspectorate is both anticipating and responding to such imperatives well. Members of the inspectorate are increasingly working in teams and cross phase, within a collaborative cycle effectively linking inspection, advice and support. In a process of rapid reorganisation and change questions about coherence remain as the inspectorate makes the transition into a more supportive system of school inspection which, at the same time, satisfies new independent criteria.

Hereford & Worcester Inspectorate is, however, now at an important stage in its development planning with schools. There is growing recognition that under an inspection cycle alone the time between successive evaluations may be as much as 4/5 years and, in some cases, more. Self-evaluation is the only realistic way of ensuring an annual evaluation cycle (Wilcox, 1991), which complements related inspection, advice and support activities.

Hereford and Worcester Inspectorate is moving down this road, and has already initiated various self-evaluation projects including those associated with PDC Training, TVEI and the "Successful Schools" project. Increasingly school involvement in self-evaluation activities is being encouraged.

However, what is called for is systematic training in self-evaluation techniques and approaches in all schools for all teachers and for all members of the inspectorate. For the inspectorate this will also involve developing an ongoing programme of staff development, to include aspects of auditing self-evaluations, training teacher! and trainers, monitoring and supporting outcomes of self-evaluation, and developing skills as key contribution of comprehensive evaluation strategies.

Such a professional development programme will need to complement training in the broad range of skills also associated with inspection, classroom observation and handling evidence -essential to defining and assuring quality. This necessarily involves *partnership* with schools in agreeing the format and framework for self evaluation, inspection, advice and support, signalling the emergence of new skills and competencies within the inspectorate. In this respect, applying the *self-evaluation principle* to itself represents an important starting point in the professional development process, a view expressed by members of the inspectorate themselves.

Managing and handling such change is not a straightforward process. Thus, evaluations such as this cannot measure the process of *success* (or not, as the case may be) in simplistic terms either. There is no quick fix. What the evaluation has sought to provide is some insight into the internal thinking about policy and practice of the inspectorate, to illuminate how individually and collectively the inspectorate anticipates and responds to change at the present time. It is as a contribution to this neglected aspect of the current debate about *inspection* that this evaluation is addressed.

Denis Gleeson,  
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June 1992

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## **APPENDIX E**

### **A FRAMEWORK FOR EVALUATION**

**November, 1996**

#### **1. IN THE CLASSROOM**

##### **1.1 PLANNING**

###### **Are you planning carefully?**

- How clear and appropriate are your aims and objectives? Are your pupils aware of them?
- How do the aims for this lesson/topic/module relate to work previously covered and fit into long term plans/programmes of study?
- To what extent have you considered the aims of the department/school whilst planning?
- How does your planning take account of the age and ability of pupils?
- What cross-curricular issues have you considered during planning?
- How clear and concise is your record of planning?
- To what extent do you adapt plans in the light of circumstances?
- Does your planning take into account what your pupils will learn as well as what you will teach?

##### **1.2 RESOURCES**

Is consideration given to the choice of resources for the activity?

- Are the materials you have chosen appropriate for:
  - a) the activity?
  - b) the pupils?
- How varied are the resources you use?
- Do you manage and use resources to maximise their usefulness to your pupils?

##### **1.3 ENVIRONMENT/CLASSROOM ORGANISATION**

Does the teaching area/room provide an atmosphere which is conducive to purposeful activity/learning?

- Is the best possible use made of the space available?
- How does the organisation of the teaching space allow for the appropriate management of pupils e.g. group/individual work?
- Is the furniture organised in the most appropriate way to support learning?
- Are there good displays in the teaching space? Do these include all pupils' work?

- How frequently are displays changed?
- Are displays used and relevant? Do they provide extension work?
- Are pupils sometimes involved in planning and mounting displays?

#### **1.4 LESSON/ACTIVITY STRUCTURE**

- Does the lesson have a clear structure?
- When pupils enter a room how are they encouraged to do so in an orderly manner?
- Is there a clear beginning to the activity?
- Are all pupils ready to begin?
- Is the purpose of the lesson clear to you and to the pupils?
- Have you considered timing and space?
- At the conclusion of the activity do you allow time to draw things together, to reflect, to tidy up, to set homework, to suggest extension work?

#### **1.5 LESSON CONTENT**

##### **Is the choice of content appropriate?**

- Are pupils interested in what they are doing? How do you make this judgement?
- Has the ability of your pupils been considered and is work differentiated?
- Have you researched your subject matter?
- How does the content fit with the scheme of work?

#### **1.6 TEACHING STRATEGIES/SKILLS**

##### **Are a variety of teaching methods used?**

- Do you use a range of approaches - for example, class teaching, group work, individual assignments, problem-solving, written and practical tasks, role play, investigations?
- To what extent is the method chosen appropriate to the activity and the pupils?
- Are all the activities well managed? Which methods do you manage:
  - a) most easily?
  - b) least easily?

#### **1.7 PUPIL INVOLVEMENT**

##### **Is there evidence of pupils' co-operation, commitment and enjoyment?**

- Is there a suitable balance between activities initiated by you and those involving pupils?

- How much responsibility do pupils have for their own learning?
- When pupils are engaged in activity how do you decide upon and manage sensitive and positive intervention?
- Do the pupils understand what you expect of them? How do you make this judgement?
- Are the pupils clear about the purpose of their activity?
- Are you clear about what you are trying to get pupils to learn?
- What have pupils learnt? Is it worth learning?
- Is motivation and interest maintained throughout the activity?
- Do you take account of the quality of work produced? How do you celebrate pupils' achievement?
- Is there appropriate support for those pupils having difficulty with aspects of the work and for those who are very competent and may finish early?
- How do you encourage the development of learning skills such as, for example, note taking, summarising, remembering, classifying, justifying?

## **1.8 RELATIONSHIPS AND CLASS MANAGEMENT**

**Is there evidence of good working relationships in your classroom?**

- Are you clearly in control of events?
- Are the pupils aware of what is acceptable and unacceptable behaviour?
- Is the discipline set in a sympathetic context?
- Are there effective working relationships between yourself and the pupils and between the pupils themselves?
- Are the pupils in the right frame of mind to begin the lesson/activity? If not, do you take appropriate action?
- Is the level of noise acceptable to you and appropriate to the activity?
- Are the ground rules made clear to pupils in an overt or discreet way?
- Do you encourage self-discipline? Are pupils entrusted with responsibility? If so, how?
- Are the sanctions you apply fair and appropriate?

## **1.9 COMMUNICATION/LANGUAGE**

**Is there effective and purposeful communication?**

- When you give instruction are they clear to:
  - a) the whole class?
  - b) groups of children?
  - c) individuals?
- How can you judge this?
- When speaking to the class do you give consideration to the use and

- quality of your voice?
- Is purposeful dialogue encouraged between pupils in paired and group work?
- Are pupils confident to ask questions, and to express their own ideas and thought?
- When questioning pupils:
  - i) are questions directed at a wide range of pupils including boys and girls of all abilities?
  - ii) are questions clear?
  - iii) do questions invite speculation on the part of the pupils?
  - iv) are questions open-ended, not encouraging factual and single word answers?
  - v) do you make use of pupils' answers?
  - vi) do you encourage them to develop and refine their answers?
  - vii) are the pupils' responses used to carry the lesson forward?
- Is your language appropriate for the activity, age and ability of the pupils?

## 1.10 ASSESSMENT

### **Are assessment and evaluation an integral part of your planning?**

- Do you have clear assessment objectives?
- Are these linked to your key learning objectives?
- What are you assessing?
- Are your methods of assessment appropriate? How do you make this judgement?
- When is assessment taking place - continuously, at the end of a lesson/activity or module?
- How do you use the results of assessment to plan future learning for pupils?

**APPENDIX F**

**HARRY CHESHIRE HIGH SCHOOL**  
**ACTION PLAN - PARENTS' SUMMARY**

**JUNE 1996**



As you will recall, when we sent you the OFSTED Report, we said that we would also be sending you a summary of the school's "Action Plan". This is a legal requirement by which the school has forty days to decide upon how it is going to answer the "Key Issues" noted by the Registered Inspector, Mr John Creedy. There were seven "Key Issues" for us to consider:

**Ensure that the statutory requirements are fully met in relation to the provision of Religious Education and a Daily Act of Worship for all pupils and encourage Spiritual Development.**

There are difficulties in making provision for a Daily Act of Worship in the school. However, the Governors and staff will set up a committee (which in a short time will report to the main Governing Body) to look at how far we can reasonably comply with the law. In the meantime, we will be promoting the Voluntary Act of Worship Scheme (run by Miss Priest and known as the Daily Office). We will be further ensuring that there is greater co-ordination of the topics and themes in all Assemblies.

The teaching of R.E. will continue in Years 9, 10 and 11 as it currently is, though when staffing and timetable allows, we will increase the time allocation for R.E. in Years 10 and 11. The Head of Sixth Form and sixth form tutors will be integrating into General Studies, more moral, spiritual and Religious Education elements. We also intend to provide further staff training for the development of R.E., particularly in Years 10 and 11.

**Review the Provision in Physical Education to ensure that the National Curriculum is met.**

We will be increasing the amount of time given to P.E. in Year 9 from the current 4% to 6% (the National Curriculum requirement is for 5%). Students taking Triple Science next year will undertake P.E. in school timetable time. There will also be a strategy to ensure that the maximum amount of P.E. time is available in the timetable for students at Key Stage 3 and 4.

**3. Encourage further development of the use of Information Technology across the Curriculum, providing more up to date equipment as resources permit, and, where necessary, training for staff.**

This is our biggest single area for development, and one of which we were well aware before the Inspection. We will be increasing the amount of Information Technology (I.T.) lessons in Year 9 and, at the same time, all departments will be reviewing their Schemes of Work to make specific provision for I.T. in their subject areas. We will also be calling together a group of staff to review the whole school I.T. provision. This group will recommend to Governors how best we can spend the additional funds the Local Education Authority (LEA) has made available for the purchase of Information Technology equipment. There will also be a whole day of

staff training in September to familiarise the staff with up to date strategies for teaching I.T. and to bring them up to date with the latest equipment and software. The school will be purchasing £7000 worth of new I.T. equipment paid for by money from the LEA).

#### **4. Encourage a higher profile of the Library as a resource for learning**

A group of teachers and the Librarian will form a Library User Working Group to help teaching staff use the Library as a whole school resource for research, study skills and learning. All teachers will be making specific provision in their Schemes of Work for study skills, and Library research. Each Head of Department will review the existing Library stock, relevant to their subject, advising the Librarian of inappropriate or out of date texts.

All teaching subjects will be asked to spend 5 % of their allowance (approximately £2000 in total) this year and in subsequent years to purchase appropriate Library Texts.

#### **5. Improve the quality of experience in Vocational Courses and in Music**

The problem with Vocational Courses is a national one in which there is an over bureaucratic and burdensome assessment system (this is recognised by the Government and there are changes in hand). However, we also intend to improve the quality of access for students undertaking Vocational Courses to I.T. facilities, Work Experience (increased to 20% of the course), Core Skills such as Maths, English and, of course, I.T., and increase the GNVQ timetable time by 25% for Year 12 students.

As in the past, all GNVQ lessons will be taught by specialist teachers who, as part of this Action Plan, will be trained as GNVQ accredited assessors.

We will be improving the choice for Vocational Courses, as well as introducing Foundation Level GNVQ for Year 10, and Advanced Level GNVQ in the Sixth Form.

In Music we will be appointing a new teacher. This may be later in the next school year, in the meantime, we will be re-structuring and utilising existing staff expertise to provide an improved quality of Music provision. We are in negotiation with the County to provide new music practice rooms.

#### **6. Continue to work with the Middle Schools to ensure improved standards in Key Stage 3 Assessment Tests and SATs.**

It is our intention to convene a conference between ourselves and our feeder Middle Schools to further develop and improve liaison on curriculum and student assessment. We will continue with our very good departmental liaison in all subjects.

#### **7. Continue efforts to improve Attendance**

As the Report comments, we are already doing everything we can to deal with our relatively low level of Attendance of 86% however, in addition to that, we will be involving the LEA, the Education Welfare Office, Social Services, the County Medical Officer and the Police in joint action to identify likely reasons for the absence of some pupils and recommend strategies for higher attendance. We will be encouraging the Education Welfare Office to prosecute persistently offending families, where appropriate.

We will continue to maintain and further develop all existing schemes that promote good attendance and punctuality.

This Action Plan will be closely monitored and we will include a statement on the progress made, in the Governors' Report to Parents in September. This is, of course, a summary and should you wish to discuss the detailed Action Plan, please do not hesitate to contact the Headmaster or the Chairman of Governors.  
Yours sincerely

**A E Cledwyn-Davies**  
**Headmaster**

**J B Simpson**  
**Chairman of Governors**

