## Educational leaders as partners: new models of leadership?

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#### **ABSTRACT**

Educational leadership is not only enacted within individual schools, colleges or universities, but may also involve leading and managing education in partnership with other leaders. Typologies of leadership focus principally on patterns of activity within single organisations: where institutions are working in partnership, the enactment of leadership across partner organisations becomes increasingly complex.

This paper is based upon studies of educational provision for 14-19 learners in England, carried out between 2006 and 2008. The current educational policy framework for 14-19 year olds in England involves multiple webs of partnership for the provision of education, employment and training. Schools, colleges, work-based learning providers, voluntary agencies and employers are involved, each with their own culture, operational systems and professional focus, and within each provider group there are notable differences in organisational purpose and leadership style. There are historic differences in purpose and culture between the provider groups, generated by their hitherto parallel existence, by Government policy based upon competition, and by policy-induced focus upon institutional outcomes. Leadership across this range of organisations and circumstances is therefore difficult to enact, and the stability of individual organisations is potentially threatened by partnership working. Leaders may consequently act to maintain internal coherence within their own institution, instead of striving for the more difficult external coherence of working with partners.

## **INTRODUCTION**

Both the theory and the practice of educational leadership are largely based upon models of leadership in single institutions. This follows a rationale of external accountability, where the organisation is accountable 'outwards' to its founders and funders, its stakeholders and community, and where actions taken within the organisation follow a line of accountability 'upwards' to the most senior leader, whilst acknowledging the accountability 'inwards' to the individual learner. This paper examines the effect on leadership where lines of accountability are multiplied, where leaders working in partnership providing for multiple cohorts of learners are accountable to other organisational leaders and to a wide range of stakeholders, whilst still having primary responsibility for learners within their own organisation. The paper draws upon data from three research-based projects to explore the tensions, ambiguities and stumbling-blocks which are present within such a context of collaborative leadership.

The three projects all investigated provision of 14-19 education in England. They are:

<sup>&</sup>lt;sup>1</sup> For a full list of project team members, see Page 2

'Leading partnerships for 14-19 education:' research funded by the Centre for Excellence in Leadership in 2006-7<sup>1</sup> (referred to here as the 'CEL project')

Interim and final evaluations of the Flexible Curriculum Programme in Tyne and Wear, funded through Gateshead Borough Council in 2007 and 2008<sup>2</sup> (referred to here as the 'FCP project')

The baseline study for 14-19 education in England, funded by the Qualifications and Curriculum Authority in 2007-8<sup>3</sup> (referred to here as the 'QCA baseline study')

Each project had its own specific purpose and objectives; in the context of this paper, data are reexamined to seek insight into the following questions.

What are the benefits for learners of partnership provision of education?

What barriers, tensions and ambiguities are evident in collaborative educational leadership contexts?

What conditions are preferential for collaborative leadership of partnerships?

What insights into future patterns of collaborative leadership of education can be gained from the current 14-19 context in England?

## **POLICY CONTEXT**

Partnership is a prevailing feature of recent UK government initiatives for education (Arnold, 2006). Key examples are the Children Act (2004) which placed the Local Authority (LA) organisation of education within a local government partnership of education, social service and health, and the extended schools initiative, which uses multi-agency provision based upon the school site to offer a range of services to young people and their local community. A current focus of education policy is the education of young people on the verge of adulthood, and their effective transition to a productive and fulfilling adult life, as exemplified in the 14-19 Education and Skills Implementation Plan (DfES, 2005). Underpinning this policy is the principle of partnership, of inter-agency working and coherency in meeting the needs of the group as a whole whilst tailoring services around the specific needs of individual young people (Dickinson, 2001).

Ironically, in terms of coherent partnership, one of the first actions of the Brown Government in 2007 was to split Government responsibility for educational provision between the Department for

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Children, Schools and Families (DCFS) and the Department for Innovation, Universities and Skills (DIUS), leaving 14-19 providers uncomfortably split between Departments. Likewise, whilst partnership is the recurring theme in Government documents concerning educational provision for this age-group, and Local Authorities and Local Learning and Skills Councils (LLSCs) are jointly charged with establishing such partnerships (DfES, 2005), educational organisations are individually and differentially funded and are individually, not jointly, accountable for the academic achievement of young people. As the authors of the 2005-6 Annual Report of the Nuffield Review into 14-19 Education comment (Hayward et al, 2006: 40), the measures in the government's 14-19 Education and Skills Implementation Plan which are intended to address collaboration 'remain weak in comparison with the measures ... that encourage competition.' In spite of the rhetoric of collaboration, current government policies for funding and for the evaluation of educational institutions 'incentivise individual institutional self-interest and do not sufficiently stress collective thinking and area planning' (Hayward et al, 2006: 39).

The Issues Paper 2: 14-19 Partnerships (2007) from the Nuffield Review presents a typology of weak and strong collaboration within the 14-19 education context. Key elements of the typology are presented here as Figure 1.

Dimensions	Weakly Collaborative	Strongly Collaborative
Vision, purposes and underpinning principles	Vision statements and learner entitlements largely confined to the government agenda of providing 'alternative learning experiences.'	Vision statements and learner entitlements cover all aspects of 14-19 learning, including GCSEs and A levels, and attempt to make a more unified and integrated approach to learning.
Curriculum, qualifications and assessment	Development of vocational pathways and programmes from 14+ for some learners. A primary gaol is motivating disaffected 14-16 year-olds, using college and work-based provision.	Developing holistic programmes across all types of learning with a focus on more flexible, applied and practical approaches for all learners from 14+.
Professionalism, pedagogy and leadership	Conformity to government agenda without a strong professionally informed sense of what is required at the local level. Limited leadership and CPD, with a dependence on nationally generated support and key local individuals.	Strong sense of local professionalism, leadership and a shared knowledge of the area: a more reflective, longer term, planned and locally generated approach to capacity building using pooled local and national funding and locally agreed tariffs for local

	programmes.

Figure 1: Characteristics of weakly and strongly collaborative 14-19 learning systems

Selected and adapted from Nuffield (2007)

This paper uses the typology to investigate the wider implications for collaborative leadership exemplified in the current context of English 14-19 educational partnerships, and considers why these partnerships largely exemplify the 'weakly collaborative' characteristics identified in Figure 1, rather than the 'strongly collaborative' features.

## **RESEARCH CONTEXT**

The three projects upon which the paper is based investigated 14-19 education for different, related, purposes. Each project had a mixed methodology, and together they comprise research at national, regional and sub-regional levels in England. The QCA baseline study involved 45 case studies across the 9 English government regions, collecting statistical data on curriculum provision and achievement, and survey, documentary and interview data from a range of stakeholders, including young people, on the range, effectiveness and perceived equity of current 14-19 educational provision. The CEL project examined the leadership of 14-19 educational partnerships through four regional case studies in the North-East of England, drawing on interview data from learning partnership members, school and college leaders and groups of learners, together with a national survey of learning partnership co-ordinators across England. The FCP project comprised two studies which evaluated the effectiveness of flexible curriculum programmes in Tyne and Wear, based upon case studies of provision at sub-regional level, including interviews with learners and providers, and an analysis of attendance and achievement data. All three projects collected data on educational partnerships.

In order to synthesise and summarise data from the various sources, discussion of each of the research questions will be accompanied by a conceptual model of the key issues, together with illustrations from the data. This should prove particularly valuable in considering how far the insights from this paper are applicable beyond the original research context. Models offer a simplification of reality by showing relationships between key variables, factors or phenomena. Inevitably this involves a process of reduction: a process which in turn may serve to amplify or enlarge understanding.

The construction of models is necessarily the construction of knowledge. (Eriksson, 2003: 203)

## WHAT ARE THE BENEFITS FOR LEARNERS OF PARTNERSHIP PROVISION OF EDUCATION?

As Arnold (2006) notes, wherever partnership is discussed, and in whatever forum, there is general agreement on its principal benefits. Leaders interviewed in all three projects espoused the value that partnership work is undertaken for the benefit of the learners, individually and collectively. When partnership work becomes problematic, it is this value-base which can serve to drive the

partnership forwards (Briggs, 2008). The purpose of partnership provision in the 14-19 educational context is to extend the range of curriculum opportunities and learning cultures which are offered to learners. In the early stages of 14-19 partnerships, such as the Increased Flexibility Programmes, this strategy was adopted as a preventative, sometimes remedial measure, to encourage participation in education and training up to and beyond the compulsory English school leaving age of 16. It addressed concern over students who were disengaged from school, and those who were not in employment, education or training (NEET) after the age of 16. The 14-19 Education and Skills Implementation Plan projects this strategy into the future with a much more pro-active purpose, envisaging partnership provision as a right for all learners, where increased curriculum range is to be extended to all, year by year, with full provision to be in place by 2013. Through this policy initiative, voluntary, specialised partnership schemes are gradually to be transformed into collaborative mainstream provision. The 'development of vocational pathways and programmes from 14+ for some learners' – a feature of weak collaboration in Figure 1 – is mandated to be transformed into 'holistic programmes across all types of learning' – a feature of strong collaboration. The potential benefits for learners of collaborative provision, which extends learners' access to different types of education and training, are summarised in Figure 2.

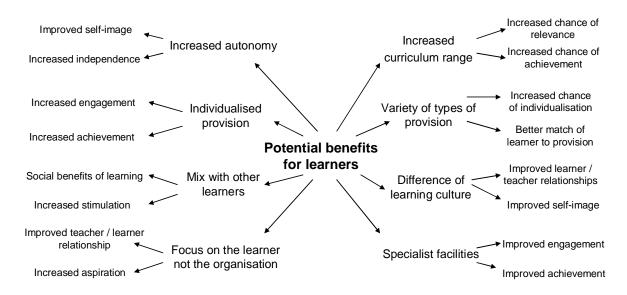


Figure 2: Potential benefits for learners of partnership provision

The potential benefits for learners explored in Figure 2 are derived from data from the three projects, in particular from interviews with learners. The benefits are not guaranteed – they are potential - and the causality implied by the model is not exclusive. For example, increased engagement and achievement may be derived from a wide range of factors, not simply from the links indicated. It should also be noted that many learners engage with learning and achieve well through learning in a single institution, and may not need partnership provision at all.

In the three projects drawn upon here, partnership provision was largely, though not exclusively, offered to school students who were perceived to be in danger of disengaging from education. For these students, increased autonomy and an individualised programme of learning which focused upon their needs, together with the chance to mix with learners engaged in a range of subjects, increased their engagement with learning and improved their self-image as learners. The change from the school environment, which offered a new learning culture in which they were treated respectfully as adults, and a different curriculum range and specialist facilities compared with those offered in school, offered an increased chance of achievement. For learners studying both at college or workplace and at school, attitudes to school attendance and school work often improved.

The brief case study in Figure 3 offers an example of the benefits of partnership provision for young people who are in danger of dropping out of education. Note that the first attempt at partnership provision for this young man was unsuccessful: it is the individualised intervention of the progression worker which enables successful partnership placement.

An example was given of a pupil who was at real risk of disengagement and dropping out. The school had arranged for him to go to college, but he got bored, because the course was not something he was interested in. The progression worker in the school worked with him closely for a few weeks, and identified what he was really interested in, which was music recording. A programme was arranged with a local semi -professional recording facility. The young person spent 2 days a week there and this was paid for by FCP2. The person not only attended regularly, but in his own time. When he left school he went to South Tyneside college and he is undertaking a music programme there.

FCP2 evaluation project, 2008

## Figure 3: Case study of partnership provision for disengaged young people

These, then are the potential benefits to learners of collaborative provision. The successful examples of current provision seen in the research projects nevertheless exemplify 'weak' collaboration as summarised in Figure 1. Even where the local partnership working was purposeful and effective, it existed for a localised finite purpose, rather than for provision of holistic, flexible programmes for a wide range of learners. Partnership success comes at a cost, both real – in financial terms – and logistical – in terms of timetabling, staffing and transport. Moreover, under current English lines of accountability, the credit for the joint achievement of school, college and / or workplace is not shared. Joint leadership across the range of provision envisaged for 14-19 education has currently no identifiable lines of accountability. The next section therefore addresses some of the impediments to partnership working.

WHAT BARRIERS, TENSIONS AND AMBIGUITIES ARE EVIDENT IN CURRENT COLLABORATIVE **EDUCATIONAL LEADERSHIP CONTEXTS?** 

From the project data, and from literature on 14-19 partnerships, it is evident that two main causes of tensions, barriers and ambiguities are contradictory Government policies (see, for example, Rodger *et al*, 2003) and single-institution models of strategy and operation, which are themselves a product of the government's funding and accountability policy (Hayward *et al*, 2006). As the Nuffield issues paper (2007: 5) puts it: 'National government steering mechanisms and policy (e.g. performance tables, targets and funding) continue to drive institutional self-interest.' Between partners, differing organisational cultures and conflicting agendas for partnership working can also produce stumbling blocks. These elements are modelled in Figure 4.

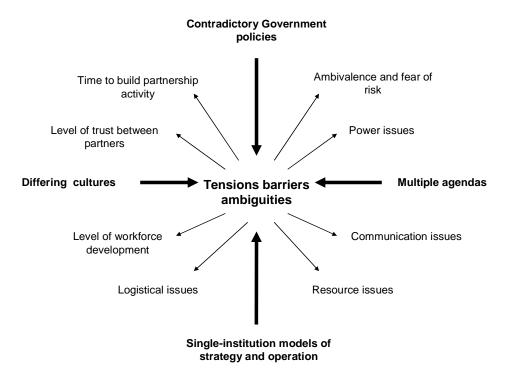


Figure 4: Tensions, barriers and ambiguities presented by collaborative leadership

In the QCA baseline study, there were only isolated examples of well-developed partnership working, and no learning systems which would be defined as strongly collaborative, where partners take a unified and integrated approach to learning and where the infrastructure, learning environments and communications systems meet the needs of all learners in the locality (see Figure 1). Partnership between providers occurred where it was manageable for a clearly defined purpose, where funding for collaborative provision existed and where logistical issues could be reduced to a minimum. Even for comparatively simple provision, maintaining levels of trust and reconciling differential learning cultures took time and leadership effort. One of the schools taking part in the QCA baseline study offers a good example of multiple partnerships, as can be seen in Figure 5

This secondary school works in partnership with many other agencies to offer a wide range of courses and activities to students and staff within and beyond the school. Through the Open University, 6<sup>th</sup> form students are offered over 50 university courses. Partnership with a

software company means that all school software is free and all the school's computers are purchased at greatly reduced prices. Through a project initially funded by the DCSF, the school has developed a Primary Languages programme, which currently supports 1,600 primary schools in teaching languages. Working partnerships with UK universities and with the National Institute for Child Health and Development in the USA involve the school in research into neuroscience and social science to improve the students' learning outcomes. The school is working in partnership with two secondary schools to improve teaching and learning in sixth form courses, and with two middle schools to increase opportunities for staff and students. The school is able, through the FA Football Academy, to offer expert coaching.

It is perceived by the school that this extensive partnership network does not fit easily within the infrastructures set up by the DCSF to regulate and support partnership working: more than one respondent spoke negatively of the bureaucracy involved in setting up and maintaining the formal arrangements. Nevertheless, this operating environment is vital to the culture and philosophy of the school. It is perceived that interactions with this web of organisations give access to valuable information and expertise, and the partnership enables a research and development model for learning to operate at the school.

Adapted from QCA 14-19 baseline study case report

Figure 5: Case study of extensive collaboration

This school operates within a complex web of partnership; however, the school is at the centre of the web and leads the activity. This highly successful partnership model is based upon singleinstitution strategy and operation, as shown in Figure 4. Collaborative provision, for example of the Open University courses and the football coaching, is led by the school, although there may be joint accountability for the outcomes. However, the school's collaboration with educational providers in the local area has a limited focus, and the local partnerships for 14-19 provision are only tentatively developed; joint accountability for the young people of the area across a range of programmes is not evident. Data from the other two research projects, and further examination of Figure 4, reveal why local area partnerships, with shared leadership responsibility can be difficult to build.

Collaborative leadership across a partnership depends upon mutual trust, and goals which promote the common good. Building trust and identifying common goals takes time – the senior leaders of one 14-19 partnership spent 18 months agreeing its moral purpose - but without such agreements the task of leading collectively is difficult to achieve. Moving from weak to strong collaboration does not simply involve 'more of the same:' collective leadership is in essence different from extended single-organisation leadership, because of the high level of joint and mutual accountability. In partnerships, leadership tensions arise out of conflicting goals and unacceptable levels of risk for the individual organisations: single-organisation lines of accountability impede the growth of jointorganisation ones. Lumby and Morrison (2006) propose that partnership is an expression of and accommodation of conflict. Leaders are involved in a choice process which involves players considering 'what their gain or advantage might be, if gaining it would rob other players of the reward, or whether a different co-operative strategy will offer the same or greater gain to all

players' (Lumby and Morrison, 2006: 335). Government policy dictates that schools and colleges achieve well in terms of inspection, examination results, league tables and effective use of funding: currently all these factors present constraints to partnership working, impeding the goal of 'greater gain to all players.' Furthermore, as Styles *et al* (2007) observe, there is currently no equitable, sustainable funding system to support partnership provision for young people.

Data from all three projects indicate that collaborative leadership in multiple organisations can also be constrained by personal ambivalence, by power issues between organisations, by issues of resource, and by the differing agendas and cultures of each organisation in the partnership. These observations are similar to those noted by Rudd et al (2004), where in partnership between education providers there was a fear of the unknown among staff required to work in new ways and open to perceived 'scrutiny' by others. These issues become intensified at operational level, where department leaders, teachers and work-based trainers may not have time to establish mutual trust before they engage in collaborative work: indeed they may rarely meet. They may have little understanding of the partnership itself, the operational culture and goals of partners or the learning and teaching practices adopted by other partners. Communication may be difficult, and the logistical issues of placing, tracking and caring for students across multiple providers may be too difficult to manage. Multiple 'layers' of leadership across partnerships need to be understood, accommodated and nurtured.

Although the 14-19 partnerships exist for the benefit of learners, there is little evidence of learner input into partnership working: in the sub-regional projects investigated under the FCP evaluation there was evidence of learners contributing to partnership working through the mediation of their progression workers, and the other two projects revealed some consultation with learners on a small-scale basis. Systems of 'communications to meet the needs of all learners in the local area' (see Figure 1) are tentative at best. The learners do not lead in any meaningful sense.

#### WHAT CONDITIONS ARE PREFERENTIAL FOR COLLABORATIVE LEADERSHIP OF PARTNERSHIPS?

To some extent, preferential conditions for collaborative leadership are the opposite from conditions which constrain, but it is important to consider how positive conditions may be achieved, and what organizational and leadership contexts they depend upon. Rudd *et al* (2004) observe that in effective partnerships, stakeholders have a strong sense of ownership of the partnership. This involves an inclusive approach to decision-making, based upon trust, honesty and openness between the partners, together with a realistic acknowledgement of their individual strengths and weaknesses. Arnold (2006) notes partnerships which have gone beyond the notion of common curricula and shared resources, and have argued for common accountability in terms both of inspection and performance data. These examples suggest movement towards strongly collaborative, democratic leadership, dependent upon strength of partnership purpose, structures and systems, combined with an ethos of equity and inclusiveness among partner leaders which can accommodate both mutual and joint accountability. These factors, and others suggested by the project data, are presented as 'ideal types' in Figure 6, which enables an exploration of some of the factors underpinning collaborative leadership.



Figure 6: Beneficial conditions for collaborative leadership

There is evidence from the CEL and FCP research projects that the elements linked by the horizontal lines in Figure 6 are present to some degree in 14-19 partnerships. The left- and right-hand delineation in the model suggests that both the organisational systems and the leaders and their teams need to be aligned to partnership working. The one set of factors cannot function without the other. There is evidence of collaborative leadership built upon mutual trust and collective responsibility for achieving partnership goals in the CEL and FCP case studies, although (worryingly) there is much less evidence in the larger 14-19 baseline study. The common strategic goal for the partnership can enable the goals and systems of individual partner organisations to become to some extent aligned. The effect is only partial. It is difficult under current conditions to envisage 'absolute' alignment of organisational cultures, structures and systems, key players may find it difficult to accept each other's leadership and collaborative leadership may founder at the operational level. However, the CEL and QCA baseline projects both offer evidence of shared expertise across partners at the level of teachers and trainers, maximising the benefit to each partner organisation. It appears from all three projects that there is some movement from 'weak' to 'strong' collaboration, but only in relation to specific elements of provision at the school, college or training provider. The main leadership focus is still upon the single organisation, and the partnership energy generated, together with acceptance of collective responsibility, may be more governed by the accountability perceived by individual leaders in respect of their own organisation than by a strong perception of collective accountability. This position may only change through a coherent extrapolation of the government's policy for partnership, to include collective systems of accountability, funding, inspection and governance. A change of policy context would strengthen the conditions for collective responsibility, which could then translate into strongly collaborative collective responsiveness. The partnership energy, which is robustly evident in some of the local partnerships investigated, could then more

readily be translated into collective achievement. In the current policy context, the strength and sustainability of commitment for strongly collaborative leadership is uncertain.

# WHAT INSIGHTS INTO FUTURE PATTERNS OF COLLABORATIVE LEADERSHIP OF EDUCATION CAN BE **GAINED FROM THE CURRENT 14-19 CONTEXT IN ENGLAND?**

The problems identified at the beginning of this paper still remain. Single institutional models of leadership are analysed, proposed and espoused because largely that is what exists. Current English government educational policy, however strongly it is based upon partnership, is largely enacted through funding to, and accountability of, single organisations. For learners, the benefits of collaboration between providers are clear. At an individual local partnership level, where there is a clear focus on a particular learner need or a specific curriculum offer, collaboration can be strong, collective partnership energy great and effective outcomes can be achieved. But single-institution models of leadership and small scale local partnerships do not fit the cultures and practices needed within large-scale systems of collaborative leadership, such as those envisaged in Figure 7.

Leadership and accountability	Focus is on the single organisation and its lines of accountability to central government, community and learners. Collaboration is undertaken 'outwards' from the organisation to improve response to these stakeholders.	Focus is on mutual accountability to partners and joint accountability to central government for learners across the locality and across a broad range of provision. Strong sense of joint leadership at all levels of the organisations, based on shared knowledge: a collective, reflective, locally generated approach to capacity building.
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Figure 7: Weakly and strongly collaborative leadership

Figure 7 takes the final row of the typology from Figure 1 and amplifies it for weakly and strongly collaborative leadership, in response to the discussion presented in this paper. Strong collaborative leadership is based upon both mutual accountability to partners and joint accountability to central government. It also entails leaders at different levels of the organisation, who work together to provide and support joint programmes of education and training for young people. Leaders draw on collective knowledge to seek mutual responses to a wide range of leaner needs.

This type of leadership is not simply a 'bigger model' of single-organisation leadership. Singleorganisation may be delegated or dispersed in complex ways, and may include elements of joint leadership and joint responsibility with partner organisations, but its primary focus is upon the accountability of the single organisation. Collaborative leadership has joint responsibility and joint accountability for a wide range of partnership outcomes. In operation, this type of leadership may resemble a neural network, where leadership energy sparks and flows among participants in the partnership, where at any time one leader or cluster of leaders may move the partnership forward,

whilst others are less active. The energy for the network is generated both externally, driven by appropriate policy frameworks, and internally, driven by the needs of the local economy and shared knowledge about local learners. Collaborative leaders need to be dominant in the partnership where their energy and expertise is needed, but also co-operative and alert to the common purpose of the partnership and the leadership of others. Above all, mutual trust is needed, built over a length of time and upon mutually successful experience of working together. Leaders who have developed their professional experience in single-institution models may find it hard to adapt to such strongly collaborative ways of working. If partnership provision of education is to become more widespread, the conceptualisation of leadership may have to change, supported by fundamental change to the underpinning policy structure.

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