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**Lessons from Language: tensions and dichotomies in the policy and practice of CPD
in Scotland, 2001-2011**

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Submitted in fulfilment of the requirements for the Degree of Doctor of Education (Ed.D)

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Preface

Language is a labyrinth of paths. You approach from *one* side and know your way about; you approach the same place from another side and no longer know your way about.

Ludwig Wittgenstein, *Philosophical Investigations* (1953) in Burchfield (2011: xxvi)

Author's Declaration

I certify that all material in this thesis which is not my own has been identified and that no material is included which has been submitted for any other award or qualification.

Signed

Frances M M Murray

Frances M M Murray

ABSTRACT

Continuing Professional Development (CPD) was situated as both a right and an obligation at the heart of Scottish education by the McCrone Report of 2000, and the ensuing agreement, *A Teaching Profession for the 21st Century* (2001).¹ CPD was, and continues to be, construed as having the potential to transform teaching and improve learning. Further, CPD was promoted by the Report as having a key role in the re-professionalisation of the teaching profession.

In the decade since the Teachers' Agreement, however, levels of engagement with CPD initiatives, the review and repositioning of particular schemes, and the perceived impact on learning and teaching point to a tension between the discourse of CPD and the reality of its implementation.

The publication of the McCormac Report in September 2011 signalled anticipated changes to teachers' conditions of employment, which will inevitably include changes to CPD. This publication provides an opportunity to reflect on whether the Teachers' Agreement has delivered the intended benefits for both teachers and pupils in terms of CPD, and to examine the impact of language or discourse in shaping attitudes to, uptake of, and engagement with CPD.

This thesis looks at the language and implementation of the Teachers' Agreement and related policies within the wider educational landscape in order to explore the tensions between discourse and actuality, to suggest reasons for such tensions, and to suggest transformed practice in terms of the discourse of CPD.

In terms of methodology, critical discourse analysis is used to examine the language of CPD closely; policy analysis to describe and analyse the implementation of particular initiatives; narrative analysis to contextualise developments in CPD; and insider reflection to bring a personal perspective to bear on particular aspects of CPD. This combination of methodologies has been chosen in order to allow an in-depth study of nuances of language in policy discourse, changes in policy implementation, and location of such policy in the broader educational agenda.

The study contends that CPD is not generally viewed as an uncontested good; indeed, engagement with various CPD initiatives has been limited for a number of reasons,

¹ Henceforth referred to as the Teachers' Agreement.

including an underlying and fundamental tension between the concept of professionalism and a view of CPD which is related to a ‘standards’ framework.²

In contending that discourse is fundamental to the interpretation of and engagement with policy, the thesis points up the necessity to pay due regard to the nuances of language employed in denoting policy, and to addressing underlying tensions in the concept of CPD. Policy makers need to be acutely aware of the central role which language plays in the shaping and interpretation of policy and to learn from the experience of the last decade.

CPD continues to be described by many influential figures and bodies as fundamental to the future development of Scottish education. At the same time, however, the educational agenda is dominated by the introduction of a new curriculum (Curriculum for Excellence or CfE), and CPD budgets are threatened by financial and economic imperatives, driven by the continued constraints on local and national government spending. It is vital that the discourse of the McCormac Report, and subsequent policy, is carefully constructed to avoid cynical and negative interpretations, such as suggestions that fewer ‘set piece’ CPD events are as a result of cost-cutting. I contend that lessons must be learned from the experiences of the last decade in the discourse and implementation of the policy related to CPD in order to ensure the intended impact on learners.

² This standards framework is intended to be refreshed as part of the re-accreditation scheme recently outlined by GTCS.

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Abbreviations

Abbreviation	Definition
ACT	Advanced Chartered Teacher
ADES	Association of Directors of Education Scotland
AHT	Assistant Head Teacher
AifL	Assessment is for Learning
APL	Accreditation of Prior Learning
APT	Assistant Principal Teacher
ARG	Assessment Reform Group
ASG	Associated School Group
BBC	British Broadcasting Corporation
CDA	Critical Discourse Analysis
CfE	Curriculum for Excellence
COSLA	Convention of Scottish Local Authorities
CPD	Continuing Professional Development
CT	Chartered Teacher
DA	Discourse Analysis
DHT	Depute Head Teacher
DtS	Determined to Succeed
EIS	Educational Institute of Scotland
FRH	Flexible Routes to Headship
GTCS	General Teaching Council for Scotland
HCT	Human Capital Theory
HMIe	Her Majesty's Inspectors of Education
HT	Head Teacher
HTLA	Head Teachers' Leadership Academy
INSET	In-service training
ITE	Initial Teacher Education
LNC	Local Negotiating Committee
LR	Learning Representative
LTS	Learning and Teaching Scotland
OECD	Organisation for Economic Co-operation and Development
PRD	Professional Review of Development
PT	Principal Teacher
PISA	Programme for International Student Assessment
QIO	Quality Improvement Officer
SEED	Scottish Education and Enterprise Department
SEJ	Scottish Educational Journal
SfH	Standard for Headship
SFR	Standard for Full Registration
SJNC	Scottish Joint Negotiating Committee
SLS	School Leaders Scotland

SMT	Senior Management Team
SNC	School Negotiating Committee
SNP	Scottish National Party
SNCT	Scottish Negotiating Committee for Teachers
SOEID	Scottish Office Education and Industry Department
SQA	Scottish Qualifications Authority
SQH	Scottish Qualification for Headship
TESS	Times Educational Supplement Scotland
TIMSS	Trends in International Mathematics and Science Study
WBL	Work Based Learning

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Chapter One: Introduction

It is now twelve years since the McCrone Report was published, with a remit of preparing the Scottish teaching profession for the 21st Century. The Report saw CPD as an important vehicle for improving standards and at the same time enhancing professionalism. Over a decade on, and with the implementation of CfE dominating the CPD agenda, it is important to address the question of whether the aspirations of the McCrone Report and the subsequent Teachers' Agreement in terms of CPD and its implications for the profession have been met by examining how CPD has developed and been implemented. It was announced in January 2011 that the Teachers' Agreement was to be reviewed. The McCormac Committee reported in September 2011.³ Submissions to the Committee indicated the contested nature of CPD, particularly on the future of the Chartered Teacher scheme.

Since the McCrone Report was commissioned, CPD, as repositioned by the Teachers' Agreement as both a right and a responsibility, has become an increasingly familiar term in the lexicon of Scottish education, with related processes such as Professional Review of Development (PRD) discussed at school, authority and national level, and particular CPD initiatives dominating the Scottish educational agenda. However, despite the ubiquity of the term (indeed, perhaps because of this) it remains far from an uncontested good, seen variously and at once as the lynchpin of school improvement (HMIe, 2009a), a managerial strait jacket (O'Brien, 2004) and the essence of teacher professionalism (SEED, 2000).

Uptake of CPD opportunities, as will be seen in the specific chapters dealing with particular initiatives, has been somewhat disappointing in relation to the original expectations (See figures in Chapters 5, 6 and 7). Developments following the Teachers' Agreement (including in CPD) have reportedly failed to make a positive impact on Scotland's learners (HMIe, 2009c) and a tension seems apparent between what the discourse of CPD says and the reality on the ground in schools and for teachers. On-

³ The Committee was charged with examining whether the Agreement had delivered the intended benefits for teachers and pupils; was suited to the delivery of Curriculum for Excellence; and was capable of attracting the most talented people to the profession.

going cuts to education budgets⁴ have already put CPD under threat in many of Scotland's educational authorities, and are expected to do so in others, underlining the fragile nature of CPD despite its central positioning by the Teachers' Agreement. In analysing the development and implementation of CPD during this critical period for Scottish education, it is necessary to look also at the wider context of what CPD means; who the stakeholders are; how the language and culture of CPD have changed; and how particular aspects of CPD echo the aspirations of the McCrone Report and the Teachers' Agreement.

One of the major problems which became apparent in conducting this research was the constant flux and change in the CPD landscape; in the course of the investigation, reviews and changes were made of both the CT and Scottish Qualification for Headship (SQH) schemes; the AifL scheme was first extended and then concluded; the School of Ambition programme which drove the uptake of Columba 1400 leadership training was brought to a close; and the EIS teaching union published a number of influential papers, particularly on leadership (EIS, 2008a). While such changes are the reality of the cycle of policy development and implementation, the number, scale and speed of changes have made measurement of engagement and impact problematic. In addition, the CfE development was increasingly dominating national, local authority and school priorities with a knock-on effect for individual professionals. Thus, time specific parameters had to be drawn in order to limit the scope of the investigation. The ten years immediately following the Agreement gave parameters of 2001-2011, thus excluding a potentially influential development in the shape of GLOW⁵ from the investigation on the grounds that the implementation of this particular initiative has not yet been fully realised, and is also subject to review. Another major development which has not been considered, despite falling into the time frame and arising directly from the McCrone Report and the Teachers' Agreement, is the teacher induction scheme, which has been widely praised since its inception and has now been reviewed by the Donaldson Report (2011).⁶ This

⁴ The then General Secretary of the EIS Teaching Union referred last year to the 'slash and burn' of CPD budgets (TESS, 27th May, 2011: 5).

⁵ GLOW is the national schools digital network; a web-delivered platform for the delivery of collaborative and virtual teaching and learning (Munro, 2008:511-12).

⁶ Aspects of the Donaldson Report, and the Scottish Government's response, however, are considered in Chapter 3, *Contexts for Professional Change*, and in the Conclusion.

omission is justified on the grounds that the Standards for Initial Teacher Education (ITE) and Full Registration are compulsory elements in joining the profession, and cannot therefore be examined in relation to engagement and uptake.

The complexity of the central question and the fluidity of the subject matter led me to employ a combination of four qualitative, interpretivist methods: critical discourse analysis (CDA), policy analysis, narrative analysis and critical reflection. In addition, I drew throughout on elements of the extant body of empirical research relating to teachers and CPD.

CDA was used to examine the McCrone Report, the Teachers' Agreement, and examples of documentation and discourse surrounding the implementation of particular schemes.

Policy Analysis was employed to trace the development of particular schemes, and describe these in relation to the political contexts in which implementation occurred.

Narrative Analysis was used to contextualise CPD and its implementation in the contexts of political and economic developments in Scotland from 1999 onwards, and in the wider contexts of CPD and educational developments in general, both of which underlined the ever-changing and contested nature of CPD. The 'insider' methodology of critical reflection was employed in order to add the perspective of the professional as participant in CPD. I situate myself as an insider in relation to a number of models of CPD chosen for investigation: as a Depute Head Teacher I was responsible for the implementation of the Assessment is for Learning (AifL) initiative in a large secondary school and took part in the Columba 1400 Leadership Academy; throughout my teaching career I have been an active member of the Educational Institute of Scotland (EIS) teaching union; and my interest in discourse analysis stems primarily from my experience as an English teacher.

Since embarking on this study, my role has changed twice: first, as a Learning Community Principal in an area containing nine primary, two secondary schools and a number of nursery units, and subsequently to a Head Teacher's role in a secondary school with nearly one hundred teaching staff. In both these posts, I have managed considerable CPD budgets, and my engagement with CPD has been predominantly that of a manager rather than a consumer. This has increasingly led me to question the impact of CPD on teachers and ultimately on pupils, at a time when such impact is being discussed and measured nationally. My own personal relationship with CPD, it seems to me, has run

parallel to developments in Scotland following the Teachers' Agreement and has led me to reflect on what I see as central underlying tensions in the implementation of CPD. My intention in using these particular methods was to explore the perceived tensions between discourse and reality, while recognising that for some of the developments changes and flux made measuring impact very complex. In undertaking a close textual analysis of policy and attempting to analyse the implementation and impact of this, I sought to learn from the experiences of CPD implementation since the Teachers' Agreement and to make recommendations for the future of such implementation, thus positioning myself as both a researcher, undertaking a professional doctorate, and a practitioner, leading CPD in a large school.

Chapter Two focuses in detail on the methodologies chosen and explains and justifies their use.

It is important to place the focus of the thesis in the wider context of the major trends and policies which have affected and influenced professional change, with particular reference to the Scottish position. Accordingly, Chapter Three uses narrative and policy analysis to explore key areas which are addressed in the case studies which follow in Chapters Five, Six and Seven. Given the sheer volume of literature about CPD, a conscious decision was made to use this approach in place of a traditional, wide-ranging literature review.

Chapter Four is a major chapter in the argument which examines the Report of the McCrone Committee and the subsequent Teachers' Agreement, using both policy analysis and CDA to identify changes in emphasis and common strands in the remodelling of the workforce in Scotland, and pointing up elements of discourse and policy which have had lasting ramifications for CPD.

The following three chapters exemplify these ramifications by taking six aspects of CPD and examining these under three broad headings.

Thus, while Chapter Five is devoted to leadership, and uses both policy analysis and CDA to examine the Scottish Qualification for Headship (SQH) and the Chartered Teacher (CT) scheme, within the standards continuum, Chapter Six focuses on aspects of curriculum-based CPD using Policy and Critical Discourse Analysis to examine the

Framework for Professional Recognition and the Assessment is for Learning (AifL) development.

CPD from beyond the curriculum is discussed in Chapter Seven. The involvement of the EIS teaching union in CPD is examined. The EIS was chosen for a number of reasons: first, it affords an opportunity for insider critical reflection; second, it reflects the commitment which the EIS has made to the 'right' or 'entitlement' aspect of CPD; third, the EIS is a key stakeholder in the development of CPD in Scotland; and, finally, the EIS is the largest of Scotland's teaching unions. The Leadership Academy run commercially by the Columba 1400 organisation is also discussed. CDA, policy analysis and critical reflection are used to analyse these developments.

Conclusions and recommendations for changes in practice are featured in Chapter Eight. The investigation found that there was a tension between the discourse of CPD and the reality, with, for example, professional bodies such as the General Teaching Council for Scotland (GTCS) and the Educational Institute of Scotland (EIS) urging participation in CPD schemes,⁷ while acknowledging that engagement has been disappointing. The commitment of these bodies to CPD is based strongly on a personal growth model (see Chapter Three) of CPD, while certain aspects of the discourse and the implementation have fitted more comfortably in a managerial interpretation. This central tension is discussed throughout this study. Resistance to imposition of mandatory schemes has been seen in some developments with CPD being perceived as limiting the professional status of teachers. The issue of what it means to be a professional is key to this argument and is discussed in Chapter Three. It would not be accurate to suggest that resistance to CPD can be attributed solely to such ideological concerns, however. More pragmatic reasons for lack of engagement include concerns about cost, particularly in relation to the Chartered Teacher scheme; a perception that some schemes show a lack of relevance to classroom practice, and to school or individual development needs; workload issues mitigating against time to participate in professional development; and a lack of knowledge about schemes such as Professional Recognition. The work based approach of the AifL development, however, proved effective, allowing as it did time for teachers to

⁷ Both organisations made submissions to the McCormac Review which indicated continued strong support for CPD, and, specifically the CT scheme (TESS, 6th May, 2011: 8).

engage in activities which they saw as relevant to classroom practice but also underpinned by theory. My own conception of CPD is that it is most successful when it is work based, combines theory and practice, promotes both personal and professional growth, and is collaborative in nature; I identify specific elements of CPD programmes and initiatives which accord with this conception throughout the thesis. Equally, I highlight areas where such elements fail to underpin current CPD provision.

There are important implications here for the education service as a whole, and providers of CPD at school, authority and national level in particular. There are fairly straightforward suggestions which can be made in relation to specific examples of CPD implementation. Particular areas of development such as Professional Recognition need to be more widely publicised if teaching staff are to be aware of what is available to them; and lessons can be learned from successful developments such as AifL, with the model being replicated in other developments as appropriate.

There are, however, more fundamental issues to be resolved in CPD. The 2008 Review of CT was intended to ensure clarification of the role of the Chartered Teacher, but revision and changes were superseded by the decision of the Convention of Scottish Local Authorities (COSLA) to freeze entry to the CT scheme and suspend increments for teachers on the CT Programme in advance of the McCormac Report's publication.

Arguments such as lack of time to engage in CPD and lack of relevance to individual needs do suggest problems with the implementation of the Teachers' Agreement, and are areas which need to be resolved with some degree of urgency given the pressures which are being brought to bear on the delivery of CPD by both the CfE development and spending cuts. At the heart of any such resolution there will be a central role for the teaching unions in persuading members of the benefits of CPD while resisting any imposition of developments with consequent erosion in perceived professional status.

This debate is an important one for the teaching profession, and one which needs to take place if CPD is to have a beneficial result for participants and learners alike.

This study has been undertaken as part of my studies for a professional doctorate, which understands a constructionist notion of knowledge (Lester, 2004: 758); the very fluidity of the CPD landscape during the chosen period has, on reflection, provided opportunities for progressing professional knowledge and changing practice, again emphasising my

dual role as a researcher and a practitioner. Events such as the financial crisis, the dominance of CfE and the publication of the McCormac Report, each of which demands informed responses, have brought the concerns of the study into sharp focus.

More significantly for my own practice and for future study, I have begun to question the underlying nature of professionalism and how it is constructed. What began as an investigation of the dichotomous nature of CPD as both a right and a responsibility has led to a discussion of a more fundamental tension between professional autonomy and the restrictions of competence or standards based models of development.

Chapter Two: Methodology

I contend that there is a fundamental dichotomy in the current understanding of CPD: a facet of professional autonomy on one hand or a control mechanism with links to the improvement agenda on the other. In addition to more pragmatic explanations, this tension contributes to an ambivalence affecting engagement and uptake.

In order to suggest reasons for limited engagement in CPD (as evidenced in quantitative terms; for example, the numbers of teachers to have been awarded CT status or Professional Recognition), I have employed two qualitative research methods; policy analysis and discourse analysis. In addition, a narrative approach will be used in order to contextualise the current situation in Scotland. Critical professional reflection will also form an important part of the study as personal observations and experiences add rich description to the policy background.

These approaches can be broadly categorised as qualitative and interpretive in nature at a time when some commentators (Lather, 2004; Denzin, 2009) have called for a resurgence in such approaches in the face of a more quantitative paradigm, which Lather identifies as being part of an ‘interventionist regulatory climate’ (2004: 19) and Denzin (2009:155) describes as part of the ‘hegemonic politics of evidence’ which must be resisted.

Interpretivism marks a shift from a positivist methodology, with the relationship between the researcher and the research fore-grounded as critical in understanding an account which is a product of an encounter or dialogue. Dunne *et al* see the research process as a ‘social process’ with ‘social and affective dimensions and consequences’ (2005:14). The resulting acknowledgement of social research as ‘storied’ suggests a blurring between disciplines such as philosophy, history or literature. This inter-disciplinary blurring is both a product and a facet of our understanding of what is contestable. Peters and Burbules, in discussing Lyotard’s definition of knowledge, contend that:

the justification or legitimating of knowledge becomes inseparable from the matter of who is investigating it, with what motives, with what funding and support, and answerable to which constituencies or agendas. (2004:51)

What counts as legitimate knowledge, then, is contested, particularly in the area of professional knowledge where ‘thoughtful action’ leads to ‘advances in practice’ (Lester, 2004:765).

Positivist quantitative methods are associated with the measurable, and Denzin (2009), Lather (2004) and Simons (2004) detect a resurgence in this paradigm in the current political culture, which they seek to resist. Certainly, in the dominant managerialist discourses such language is favoured, as Fairclough (2000) indicates in identifying the recontextualisation of the language of managerialism into areas such as education. Further, the preoccupation of government agencies with certainty as demonstrated in the preponderance of national assessments, league tables, and international benchmarking tests such as Trends in International Mathematics and Science Study (TIMSS) and the Programme for International Student Assessment (PISA) figures demonstrates that this has been a politically favoured approach in Western economies. Simons argues for a reasserting of the qualitative in the face of this trend, claiming that purely quantitative approaches are inadequate as ‘sole providers of knowledge’ (2004:410), as ‘lacking in explanatory or educative power’.

Guba and Lincoln (2005: 164) believe that there can be ‘no question’ that the legitimacy of ‘postmodern paradigms’ is well established and at least equal to the legitimacy of received and conventional paradigms. One such approach is policy analysis.

Analysis *of* policy is analytical and descriptive in that it attempts to explain policies and their development, and as such can be differentiated from analysis *for* policy, which is concerned with prescribing new policy direction. The area of interest and the purpose of analysis determine what type of analysis is conducted.⁸

Olssen and colleagues argue that educational policies in particular are the focus of:

considerable controversy and overt public contestation (2004: 2)

and as such are worthy of close analysis. The high profile given to education stories by the media would suggest that policy in this area does indeed generate such controversy,

⁸ There are a variety of approaches within the wider over-arching description of policy analysis: the analycentric approach which focuses on individual problems and solutions and is usually technical in nature; the policy process approach which puts its focal point onto political processes and involved stakeholders and is usually of a political nature; and the meta-policy approach which is a systems and context approach; i.e., its scope is the macro-scale and its problem interpretation is usually of a structural nature.

making it worthy of close analysis. While this coverage of education stories is not unique to Scotland, perhaps it a more notable phenomenon in a small country where all political parties make education a high priority, and there is a belief in a legacy of an education system which was internationally admired.

In this study, the McCrone Report (2000) and subsequent Teachers' Agreement (2001), and specific examples of current CPD developments are described and analysed. The main approach here can be identified as a policy process approach.

In contextualising the language, policy analysis is employed in order to examine the background against which the changing landscape of CPD has taken place. This involves close examination of the McCrone Report and Teachers' Agreement, and particular developments (the SQH, CT, Professional Recognition, AifL and the Columba 1400 Leadership Academy) which have been chosen as exemplifying notable aspects of the implementation of CPD. In addition, the position of the largest teaching union, the EIS, in relation to CPD is examined.

Discourse analysis has its origins in disciplines such as semiotics, psycholinguistics and pragmatics and encompasses approaches such as Critical Discourse Analysis (CDA). CDA is an interdisciplinary approach to the study of discourse which contends that social and political domination is reproduced in text demonstrating what is seen to be an unequal access to linguistic and social resources in society. Socio-political contexts and linguistic analysis are combined to interrogate text in a manner which exponents such as van Dijk (1981) describe as focusing on issues of power abuse or social inequality. However, van Dijk also believes that the method leads to better insights and understandings of educational processes and the suggestion of new ideas, stating that CDA can be conducted in, and combined with, approaches and sub disciplines in the humanities and social sciences (2006). However, this is not to preclude rigorous scholarship: a 'solid, linguistic basis' in a 'structural-functional' sense. He suggests moving from local meanings (including implicit and indirect meanings) to lexical choices (such as metaphors, litotes and hyperbole) and formal structures such as sentences and clauses, and relating these areas to broader global contexts. He warns about the need to recognise that interpretations are subjective and therefore prone to being biased, incomplete or 'completely imaginary'.

Wodak (2006) also draws attention to the relationship between language and power and acknowledges the influence of the Frankfurt School in the development of a method which ‘makes visible the interconnectedness of things’. She highlights the need to analyse the ‘opaque’ as well as the ‘transparent’ structural relationships of ‘dominance, discrimination, power and control’ as manifested in language and the role of language in structuring power relations in society. Wodak contends that for the critical discourse analyst, language is not powerful on its own; it gains power by the use made of it by powerful people. Analysis must be both critical and self-reflective.⁹

Meyer (2006) also highlights the ‘advocatory’ role of discourse analysis, making the point that such analysis is always explicit about its own position and commitment. He acknowledges the importance of Foucault’s structuralism and Laclau’s social constructivism in the development of the theory, but also stresses that there is no typical way of collecting data, instead representing a ‘cluster of approaches’. He sees it as belonging to a hermeneutic rather than an analytical-deductive tradition and agrees that that there is no accepted canon of data collection.

Jager (2006) links discourse to action. He stresses the importance of justifying any project using this method, explaining the theoretical approach to be used. He reminds us that ‘truths’ are always interwoven with interests in any text.

Fairclough (2006) sees language as an integral element of the social process:

...language is an irreducible part of social
life, dialectically interconnected with other elements of social
life...(2006:2)

and describes CDA as an analysis of dialectical relationships between semiosis and other elements of social practices. He acknowledges the influence of Halliday’s systemic functional linguistics (1978, 1994) and Bhaskar’s concept of ‘explanatory critique’ in his methodology. One of the principal concerns of Fairclough’s analysis of language is what he describes as the ‘colonisation of non-economic fields by the economic’. For instance, he identifies the representation of economic change as inevitable and irresistible and

⁹ Wodak (2006) defines four levels of analysis as being part of any such process: immediate; intertextual; extra linguistic and in terms of broader contexts, each of which brings in interdisciplinary contexts and tools, ranging from more narrow referential strategies to broader ethnographic approaches.

identifies specific linguistic features of language such as modality, tense, abstraction and absence of agency as vital in this process. He points to the importance of political rhetoric, listing, relentless accumulation and inclusive or exclusive pronouns as influential in persuasion of the intended audience.

Hammersley (2002) refers to the ‘multitude of rather different approaches’ encompassed by the term ‘discourse analysis’, identifying CDA as rejecting the idea that such research can avoid serving ‘political purposes’, documenting, as it does, the use of particular discursive devices for ideological purposes in contemporary societies. Hammersley contrasts this with the more value neutral position of CA, making the point that much discourse analysis lies somewhere between these two polarised positions.

CDA, according to this account, demands knowledge of the ‘relevant macro societal context’ (2002:3). Thus, while Brown and Yule (1983) are identified as belonging to the linguistic approach to discourse analysis, they stress the role of context in interpretation. Ryan and Bernard (2000: 260) suggest that the analysis of all text data can be divided into text as ‘proxy for experience’ and text as ‘object of analysis’. It is perhaps more useful in the current study to be aware that both definitions are valid and should not be seen as mutually exclusive.

In addition to providing a description of the changes which have taken place, analysis of policy documents and keynote speeches delivered by important players in the Scottish political and educational fields employs CDA, particularly as defined by Fairclough (1992, 1995, 2000 and 2006) in order to trace the lexical changes, connotations and denotations, and rhetoric which have been employed. As Fairclough comments, the addition of the word ‘critical’ to the term Discourse Analysis implies ‘showing connections and causes which are hidden’ (1992: 9).

At the heart of the study is the examination of the language of CPD as it is used in the description of particular schemes, in the policy documentation arising from the Teachers’ Agreement of 2001, and in the reaction to its implementation by teaching staff and teachers’ organisations.

Language in the chosen policy documents is analysed closely in order to examine and discuss meaning, and underlying political ideology and values. The terms used for the

analysis are familiar to a language teacher, but are used here in order to uncover and unpack how the concept of CPD has been constructed.

Specific examples of particular rhetorical and linguistic devices which are discussed in the thesis are outlined in Table 2.1:

Table 2.1: Rhetorical and linguistic devices

Feature	Example	Effect
Mood	Declarative	Confidence expressed
	Interrogative	Lack of certainty suggested
Modality	Qualified statements	Meaning strengthened, undermined or changed
Voice	Passive	Process can seem inevitable; lack of actor implied
	Active	Actor identified with process
Word Choice	Key words	Particular resonance accorded through frequent use
	Over wording	Ideological preoccupation indicated
	Collocation	Association implied by positioning of words together
	Equivalence	Words given equal force or meaning by linkage
Figure of Speech	Metaphor	Associations or connotations highlighted
Syntax	Listing	Meaning manipulated; suggests relative importance, implies connections
	Juxtaposition	Differences reduced or similarities highlighted by placement
	Antithesis	Oppositions implied for specific effects
Meaning	Assumptions/suppositions	Contained in context of text
Nominalisation	Noun represents a process	Suggestion of inevitability
Recontextualisation	Language of one field used in another	Language of business used in education
Pronominals	Dialogue markers	Expected in consultative documents

CDA has been chosen as the primary method of study for a particular reason. As Fairclough points out, language has always been important in politics, but it is increasingly significant

because of the relationship between politics, government and the media, creating what he identifies as:

a new synthesis which means that many significant political events are now in fact media events (2000:3).

Therefore, since the advent in Britain of New Labour, perhaps more attuned to the nuances of language and the presentation of policy than any previous administration, it is vital to be aware of the discourses being framed. The preoccupation with discourse has had a legacy both in Westminster and Holyrood government, despite subsequent changes in political administration in both parliaments. It is only by careful analysis, Fairclough and Wodak contend, that we are able to see significant alterations which go far beyond semantics:

..the policy discourses of education are replaced by the discourses of business and economics, providing a radically different model for the evaluation of educational performance and success. (2004:71).

Pring (2007) gives a pertinent example of this recontextualisation of the language of management, not only in education policy, but in teaching itself. He identifies examples such as 'audit', 'schools' as 'providers', 'efficiency gains', 'the market', 'choice for customers' and 'output', all of which shape our attitude to the fundamental question of what education is for.

A vital consideration which must be taken cognisance of is the challenge of intention. When a discourse has been framed by another writer or group of writers it is not possible to be certain about the original intention behind the words. It is important to be aware of the danger of misinterpretation in this type of exercise as Olssen *et al* (2004) and van Dijk (1981) point out. One cause of such misinterpretation is that of ascribing a particular motivation to a linguistic or structural choice which was not the intention of the author. Thus, such analysis must proceed carefully in the knowledge that it is difficult to be certain about the intention behind any text.

Hopkins (2002) suggests that 'teacher research in particular', and qualitative research in general, has not been 'conspicuously successful' in employing sufficiently reliable methodology which allows the confident formulation of hypotheses and development of classroom strategies. This perceived lack of reliability leads, he believes, to a lack of credibility and needs to be addressed in order to increase feelings of efficacy (2002:129-

143). While this argument may be seen to owe much to the resurgence in positivist methodology discussed earlier, it is valid to insist that the qualitative or interpretivist researcher must be alert to the danger of misinterpretation or the ‘intentional fallacy’ (Olssen et al, 2004:60).

For the purpose of this thesis the specific approach in each chapter is to take a particular aspect of CPD, describe and analyse the policy and its development, and use discourse analysis to explore the language of the policy in detail, identifying aspects of discourse which illuminate and exemplify the tensions at the heart of CPD. Since completing the thesis, and having reflected on my approach, I feel that the use of a protocol, identifying specific issues of provenance, audience and purpose, would have been a useful addition to my approach, and would have led to a more standardised analysis of documents in Chapters Four to Seven. This would be something I would employ in any future discourse analysis.

In a number of chapters, use has also been made of critical reflection where this particular source of knowledge can be seen to provide examples of how policy has developed or how discourse works. Epistemological questions of who decides what constitutes knowledge are obviously central to this question: if, as Barr discusses, personal experience counts as a source of knowledge, then this opens up the field for a variety of more socially situated knowledge (1999:4). Miller and Fox (2004) remind us that not only are social realities constructed through language, but that our accounts of social realities are reflexive (2004:36-7), providing readers with ‘insider knowledge’.

Chapter Three: Contexts for Professional Growth

There is a wealth of literature relating to teachers and CPD, and the wider contexts of professional learning and professionalism. I therefore have chosen not to include an extended literature review, but instead have focused on a number of key ideas which recur in the chosen policies and documentation. (These are professionalism; collective, cooperative and work based learning; the standards continuum; life long learning; Human Capital Theory and Social Capital Theory; the changing nomenclature of CPD; the impact of CPD; leadership; learning organisations; and journal keeping.) In addition, a number of issues specific to the Scottish context are then identified and an outline of the stakeholders involved given, emphasising the crowded CPD landscape and competing agendas.

Professionalism

At the heart of my argument here is the tension between the autonomous professional and the professional restricted by standards and competences (Forde et al, 2006).

Professionalism is a contested theme; competing and contradictory notions of what it means to be a professional lie at the heart of interpretations of CPD. Boyd (2005) and Reeves *et al* (2006) discuss the concept of teacher professionalism in relation to personal autonomy, both identifying on-going development of the individual as an aspect of professionalism. Reflection on practice as part of this process is seen by Boyd, however, as being driven by the need to ‘improve performance’ and ‘so contribute to school improvement’ (2005:9). Reeves identifies this obligation to reflect as a ‘basis for professionals to render account to others’ (2006:6) and thus can be seen as limiting to professionalism. However, a ‘growing congruence’ between the managerialist control and the autonomous professional positions is then posited, suggesting that the two are not as diametrically opposed as might be thought (2006:7). Many teachers would probably locate themselves somewhere between the two positions, or even in a variety of disparate positions depending on context (Stronach *et al*, 2002).

Sachs (2003) contrasts managerial professionalism with democratic professionalism (2003:122), and locates the emphasis on accountability and teacher effectiveness in programmes of CPD firmly within the former reading. McGonigal *et al* (2007) highlight

the very pertinent point that both the standards-based and the person-centred versions of professionalism use similar language, but with quite different connotations (2007:20).

Collective, Collaborative and Work-based Learning

There are a number of themes within and resulting from the Teachers' Agreement, particularly in relation to collegiality and collaboration, which can be seen as sitting comfortably with the notion of democratic professionalism. However, and simultaneously, the notion of the autonomous individual professional can also be seen as somewhat compromised by such concepts.

For instance, Work Based Learning (WBL) is influential in much current thinking on CPD and is a broad general description which includes such elements as action learning and virtual learning. Eraut *et al* (1998) categorise a wide variety of learning activities under this heading, ranging from formally assessed and accredited learning to informal, 'hidden' learning. This range of work-based learning opportunities is reflected in current CPD arrangements, with formal and informal, accredited and non-accredited opportunities for WBL arising. However, while the concept of WBL (now frequently termed 'practice based learning') appears to be validated by its wide-spread use in many CPD programmes, its use does point up this much more contentious issue at the heart of the very interpretation of CPD: that of professionalism and the extent to which this concept is compromised by specific models of CPD.

Collective learning as a shared activity (Senge, 2006) and reflection on practice (Schon, 1983) are key components of WBL. Most cooperative approaches involve small, heterogeneous teams working together towards a group task in which each member is individually accountable for part of an outcome that cannot be completed unless the members work together; in other words, the group members are positively interdependent.¹⁰ Elements of cooperative learning are evident in leadership programmes such as Columba 1400 and in particular activities in a number of professional development programmes.

¹⁰ The essential components of cooperation are positive interdependence, face-to-face promotive interaction, individual and group accountability, interpersonal and small group skills, and group processing (Johnson, Johnson, & Holubec, 1993). Systematically structuring those basic elements into group learning situations helps ensure cooperative efforts and enables the disciplined implementation of cooperative learning for long-term success.

Nomenclature

The changing nomenclature in which such developments are couched is another motif which is relevant to this study. As has been discussed above, the concept of 'professionalism' is itself contested; collocating the word 'professional' with 'continuing' and 'learning' adds to the complexity: how the continuing learning of an individual is planned, measured or accounted for without compromising the autonomy of that individual being central to the discussion. Boyd (2005) outlines the changes both in nomenclature and in organisation which CPD has gone through over the last century, highlighting the movement from 'in-service training' to CPD. He suggests that the word 'training' has connotations of apprenticeships, but has not been widely regarded as pejorative because it was conceptually connected to 'teacher training' which was a familiar and accepted term (2005:3). However, as the emphasis on reflection and methodology began to grow in the 1980s, 'professional' or 'staff development' became more current. The word 'staff' denotes an employee rather than an autonomous individual. When collocated with 'development' there is an implication of the individual becoming a better or more effective member of staff, which can also be seen as compromising the notion of professionalism. Evans (2008) reads 'professional development' as 'enhancing individuals' professionalism', which is ambiguous: does it imply progression along a standards continuum, or is a more autonomous development implied? The phrase began to be used in connection with the unpopular Staff Development and Review scheme introduced by the Conservative Scottish Education Minister in the early 1990s which was viewed with suspicion, especially when initially linked to the idea of appraisal. This unpopularity and suspicion are evidenced by Boyd's claim (2005:4) that by the time the McCrone Committee was set up there were schools where only 50% of staff were signed up to a staff development and review scheme. There was an imperative to address this situation and to reassure teachers of the importance of professionalism at the heart of their development as will be seen in the wording of both the Report (2000) and the Teachers' Agreement (2001).

Standards Continuum

The final part of the phrase is the word ‘continuing’. While this has more general connotations of life-long learning (see below), in the Scottish context there is a very specific meaning relating to the ‘standards’ which have been developed following the Standards in Scotland’s Schools Act of 2000, and which include the Standard for Initial Teacher Education, the Standard for Full Registration, the Standard for Headship and the Standard for Chartered Teacher. The consistency of vocabulary running through these documents adds to the sense of a continuum, covering a teacher’s professional life at every stage.¹¹ However, the central idea of standards or competences in this approach is itself not uncontested. It has been argued (Stronach *et al*, 2002) that the attempt to define standards in any profession implicitly diminishes the status of that profession by employing an audit culture. Ingvarson and Rowe (2007) warn that professional standards can be narrow, reflecting specific interests and irrelevant in particular contexts. While voices from other professions (Kopp, 2001) and other education systems (Kuehn, 2002) indicate that this debate is not exclusive to Scottish education, Christie (in Bryce and Humes, 2009) contends that this argument has been ‘put aside’ in the discourse of the documentation of the standards framework.

Life Long Learning

Another reading of such a continuum is to situate it under the broad heading of life long learning. In the late 1980s, the expression ‘lifelong learning’ came to have a wide currency in educational policy rhetoric, and it continues to be a useful description covering a number of developments. It is perhaps the alliterative quality of the expression which makes it a favourite with politicians; equally, however, its popularity could be attributable to the ease with which the concept can embrace an assortment of concepts. As Taylor *et al* (2002) point out, the Labour Government elected in 1997 was keen to link lifelong learning to other totemic policies such as social inclusion and skills development, and subsequent Labour Governments at Westminster, and Scottish administrations, both Labour/Liberal Democrat coalition and SNP, have continued in this vein.

¹¹ Similar vocabulary exists in England and Wales (‘professional standards’) and Northern Ireland (‘competence statements’) to describe Professional Development Frameworks.

Using ‘lifelong’ to qualify the type of learning involved has a rhetorical resonance as a result of the coherence suggested by the process implied: an education which continues beyond school and further or higher education. However, as Taylor and colleagues posit (2002), the term is by no means uncontested, despite its ability to cover a variety of ideological points of view. They suggest that there are five very distinct conceptions of ‘lifelong learning’, some of which overlap, and some of which conflict.¹² It is perhaps indicative of the current lack of consistency in attitudes to CPD (see page 7) in Scotland that a number of current initiatives can be seen to demonstrate conflicting approaches to lifelong learning, sometimes within the one development, such as SQH and CT which can both be seen as containing elements of performativity and of personal growth. The emphasis on a knowledge economy and the need to increase the skills of the workforce in the face of globalisation has been a constant recent theme of governments in developed countries, intensifying a long held view of education as a means to employability. Taylor *et al* identify European Commission initiatives such as the Leonardo Scheme (*Teaching Scotland*, Issue 27:2008) as being integral to the development of lifelong learning.

However, lifelong learning can also be read as contributing to personal development and growth thus appealing to a very different agenda; that of the empowered and autonomous individual.

Lifelong learning is thus interpreted by Shaw and Green (1999) within a personal growth model, seeing it as an antidote to what they believe is an overly narrow, vocational and professional focus. The fear here is that a narrow view can lead to an employer-driven focus which is dominated by a perceived up-skilling of the workforce. Their view of lifelong learning, by contrast, is one of concentrating on personal fulfilment, knowledge and intellectual skills, empowering the learner as a consequence of their acquisition.

Longworth and Davies (1996) similarly see lifelong learning in terms of human potential, associated with liberal-democratic and humanistic values, and concentrating on personal rather than professional benefit. Given that this distinction is made, and despite the admirable qualities of confidence, creativity and enjoyment which they believe lifelong

¹² These are: vocationalism and performativity; social control and incorporation; pluralistic complexity within a post-modern framework; personal development and growth; and radical social purpose and community development

learning confers, not all commentators see this interpretation as being directly relevant to professional development (Parr, 2005).

A further reading of lifelong learning is to view the process as contributing to radical social purpose. It represents an intensifying of the liberal educational model, and is identified by Taylor and colleagues (2002) as being associated with a collective perspective, rather than an individual one. Joyce and Showers (1995) see the potential for what they term staff development to overturn hierarchical systems in education. Elements of a radical purpose can be identified in parts of the Columba 1400 programme. The irony in the juxtaposition of elements in this particular programme is these that these more radical ideals are part of an initiative supported by both the present Scottish Government and the previous Executive in delivering a currently orthodox idea of leadership of learning, as distinct from management.

What is significant here is the highly contested nature of the whole concept of lifelong learning, although, as Taylor *et al* point out (2002), this should not in itself be hugely surprising for any ‘interesting and dynamic’ development. Current concepts such as leadership, inclusion, and distributed leadership can be seen to be similarly open to a variety of interpretations and used differently by those from differing ideological standpoints. It is important to recognise that, while ‘lifelong learning’ has a strong rhetorical ring to it, there is more than one interpretation available.

Human Capital Theory and Social Capital Theory

Lifelong learning like any CPD can thus be located within two competing theories: Human Capital Theory and Social Capital Theory, both of which can be identified as having shaped CPD in its current place at the heart of Scottish education. That contradictions can be found in these theories is indicative of the tensions on which this study focuses. Human Capital Theory (HCT) in its modern form emerged in the 1960s according to Olssen *et al* (2004:147) who cite Becker (1964)¹³ as influential in maintaining that investment in education more than paid for itself. Becker saw human capital as a commodity which could be traded according to the same principles as any other market. By thus attributing a ‘means-end’ rationale to human action, Becker saw investment in education as happening because there was a purposeful, goal-orientated

¹³ *Human Capital: A Theoretical and Empirical Analysis with Special Reference to Education* Becker, 1964

reason for so doing. In HCT, training and education are viewed as having a direct impact on productivity through added skills as an individual's capacity is increased, with a knock-on effect on productivity, often increasing earning.

There is an important distinction to be emphasised between private and social rates of return as a result of investment in education; that is, the difference between an individual benefiting in terms of earnings and consumption over a particular period of time as opposed to the benefits accrued to society as a whole. The neo-liberal agenda of the 1980s saw an emphasis on the benefit to the individual, with human beings as 'the passive playthings of external forces' (Olssen *et al*, 2004:150) and as part of the culture of perpetual training which was being identified in a number of OECD countries. For HCT theorists, according to Fitzsimmons and Peters, the purpose of human existence is reduced to the performance capacity of its population; that is the reduction of human beings to *homo economicus* (1994).

There are important continued implications for education in compliance with HCT as a result, for instance, of the central importance of measurement of standards in this concept. The foregrounding of such ideas as the 'knowledge economy', 'learning societies' and 'globalisation' by contributors such as Giddens has been significant throughout the last fifteen years, particularly given the latter's influence over economic policy under the New Labour Government elected in 1997, and especially, although not exclusively, during the Premiership of Tony Blair (1997-2007). Giddens writes in terms which admit no opposition to the notion that investment in education accounts for economic growth:

The need for improved education skills and skills training is apparent in most industrial countries, particularly as far as poorer groups are concerned... Investment in education is an imperative of government today, a key basis of the 'redistribution of possibilities' (2004:109).

The categorical statements here leave the reader in no doubt that Giddens believes that investment in education and training plays a central role in economic policy. However, while the argument seems to suggest an altruistic, 'public good' rationale for such investment, the premise is based on a neo-liberal agenda, with the concomitant *homo economicus* interpretation of human existence. The continuation of this prevailing

attitude in subsequent UK and Scottish administrations is evident in continued foregrounding of the 'knowledge economy' argument in governmental discourse.

A further important point in examining CPD in the light of HCT is that what is implicit is that this investment is desirable in terms of economic rather than the personal growth of the individuals involved, thus privileging economic advancement as a reason for undertaking education. In terms of developments such as CT, it is relevant to examine the motivation which lies behind an individual's decision to undertake such courses. If economic advancement is the key motivating factor, does the initial outlay involved in CT make the scheme less attractive? Or, indeed, if economic advancement is seen as the key to inducing uptake, why has uptake on CT schemes not been greater?

Giddens (1998) quotes from the Report of the Social Justice Committee (1994) to exemplify the necessity for governments to ensure that those without skills acquire them:

It is... absolutely essential to help adults without basic skills or qualifications to acquire them...and to raise the confidence of anyone whose morale has been undermined by a long period away from employment. People without skills are five times more likely to become unemployed than those with higher educational qualifications... (1998: 109).

It is significant that, while the first sentence here focuses on a very personal element of development (that is, raising confidence), the context is clearly an economic one in that qualifications are seen as making people more employable. A similar point is made in the justification for investment in education from the 2007 OECD report:

Both individuals and countries benefit from education. For individuals, the potential benefits lie in general quality of life and in the economic returns of sustained satisfying employment. For countries, the potential benefits lie in economic growth... (2007: x).

Again, the underlying motivation is economic on both levels: satisfying employment and economic growth.

By contrast, Social Capital Theory focuses on the benefit accruing to the community from collaborative working with the expectation of reciprocation (Qureshi, 2006).

Connections between professionals are seen to benefit the individuals involved and also to have cumulative benefits for society, taking tangible and intangible forms and accruing from both formal and informal activities. For example, it could be argued that a group of

teachers meeting to share ideas on practice is an example of an informal arrangement which has intangible benefits if a member of the group makes a mental note of a suggestion which he or she will try later; the benefits are more tangible and the situation more formal if that person then sets up an arrangement at a later date to observe a colleague teaching.

Similarly, groups of probationer teachers or a group of colleagues embarking on a particular programme such as SQH or CT would be encouraged to use the group as a support network in this way. McGonigal (2007), while admitting the potential of this way of working, also highlights a possible limiting factor, which is that the reliance on the views of a particular group can become a barrier to other perspectives.

This negative capability of Social Capital Theory can also arise in mentoring or coaching relationships, whether probationers or SQH candidates. In such a case, the effect of the collaboration could be damaging, thus counteracting the anticipated benefits for both the candidate and the mentor and allowing bad practice to be replicated.

The Learning Organisation

The concept of the 'learning organisation' fits within the positive reading of Social Capital Theory seen above. The Learning Organisation philosophy of Senge (2006) can be seen to have had a marked influence on current trends in CPD with a central contention that learning is characteristic of an adaptive organisation.

In order for an organisation to attain this status, Senge proposes that five key approaches (or 'disciplines') must be embedded in practice (2006:313).¹⁴ In focusing on these approaches, Senge contends, an organisation will develop the core learning capabilities: fostering aspiration, developing reflective conversation and understanding complexity. While much of the exemplification offered by Senge comes from the world of business, he explicitly refers throughout to the applicability of such organisational learning in schools and other public services. While this is a contested position, even a superficial reading of *The Fifth Discipline* throws up ideas and phrases which can be readily identified as having resonances with many recent CPD initiatives.

¹⁴ These are 'Personal Mastery', 'Mental Models', 'Building Shared Vision', 'Team Learning' and the eponymous fifth discipline of 'Systems Thinking' which he sees as underpinning the others (2006:7).

The AifL development in particular drew heavily on the concept of the learning organisation, with Senge's work widely referenced in LTS materials. Most obviously, Senge's belief (2006: xi) in the efficacy of 'working teams' was heavily influential in the way in which both local and national networking was organised. Again, Senge's emphasis on the importance of 'just getting people to talk to one another' (2006: xvi) was picked up as being an important element in why the AifL approach was generally well received. The concept of people 'continually learning how to learn together' (2006:3) which Senge cites as vital to building 'learning organisations' was at the heart of the Associated School Group construction, with the premise that this type of work produces 'extraordinary results' (2006:9) for both the organisation and the individuals involved.¹⁵ In the 'Personal Mastery' and 'Shared Vision' elements of Senge's approach, many echoes of the approach taken by such commercial leadership schemes as Columba 1400 can be seen, both in term of the underpinning beliefs and attitudes, and in organisation. Senge refers to the need for 'values-based management solutions' as being under attack from the 'frenzy and chaos' of change; such values-based solutions are thus deemed necessary in order to energise change (2006: xv). He contends that what he terms 'shared pictures of the future' must be unearthed in order to ensure that leaders are not merely dictating their own visions; a scenario which he describes as counterproductive (2006:9). This concept of working together to place human values such as purpose, openness and reflectiveness at the heart of the organisation is certainly one which will be familiar to any 'graduate' of the Columba 1400 experience. Shared vision is vital for the learning organisation because it provides the 'focus and energy for learning' (2006:192); 'focus' is one of the core values which Columba 1400 privileges. The movement from individual to collective learning which Columba 1400 encourages its participants to experience is a cornerstone of the 'learning organisation' as envisaged by Senge (1996, 2006): a commitment to 'Personal Growth' is itself an indication of commitment to lifelong learning which will lead to organisational learning. Although Senge qualifies this

¹⁵ Senge refers to the Greek origins of the word 'dialogue' to explain the idea of a free flowing of meaning through a group, allowing that group to attain a level of insight which would not have been possible for any of the individuals working on their own (2006:10).

relationship by stating that ‘(I)ndividual learning does not guarantee organisational learning’ (2006:129), he is adamant that:

without it (individual learning) no organisational learning occurs
(2006:129).

Senge labels personal growth and learning as ‘Personal Mastery’ and the quasi-religious language which he uses in this chapter on this ‘discipline’ may again strike a chord with those who have attended Columba 1400. Phrases such as ‘covenant’, ‘almost sacredness’ and ‘looking inward’ (2006:129-134) describe the duty which managers and leaders have in relation to unleashing the potential of others through the opportunities given to them. Interestingly, in terms of the wider issue of compulsory CPD, Senge is quite clear that:

(n)o-one can be forced to develop his or her personal mastery
(2006: 161)

as such compulsion is contrary to freedom of choice. Senge’s position here would clearly accord with the ‘right’ rather than the ‘obligation’ view of CPD.

The influence of Senge’s thinking can clearly be seen in a number of important areas in current CPD, despite his assertion that:

No-one will ever be able to measure to three decimal places how
much personal mastery contributes to productivity and the bottom
line (2006:135).

Perhaps it is surprising that, at a time when managerialism dominates many educational developments, an avowedly non-measurable, person-centred philosophy such as Senge’s can be seen as having such influence.

Impact of CPD

In terms of evaluating CPD, Guskey (2000) identifies five levels by which CPD can be measured: participant reaction; participant learning, organisation support and change; use of new knowledge, skills and attitudes by participants; and student learning outcomes.

This echoes the earlier contention of Joyce and Showers (1995) that effective ‘staff development’ has a fundamental effect on the growth and achievement of pupils, while at the same time effecting a fundamental change in the relationships between professionals involved. ‘Educator growth’ is the key to ‘student growth’; a cultural change simultaneously occurs in the ‘power relationships within the educational bureaucracy’ (1995: Preface).

The McKinsey Report of 2010 makes a clear connection between improvement and relevant educator development (2010: 4) as one of six interventions identified in the study, while the Training and Development Agency for Schools in the State of the Nation research project (McCormick *et al*, 2008 and Pedder *et al*, 2008) similarly identifies ‘a positive impact on pupils’ as a benefit of engaging in CPD. However, and crucially for this study, teachers tended to view the benefits of participation more in terms of ‘personal fulfilment’ (2008:6) rather than for collective or collaborative reasons, thus demonstrating one of the key tensions in CPD. With direct reference to the Teachers’ Agreement, the impact of CPD on learners’ experiences and improvement has been called into question (Audit Scotland, 2006; HMIe, 2007a and 2009b). The importance of facilitating collective study was a very successful element of the AifL programme (Hilliam *et al*, 2007), perhaps because this was a method of professional development which teachers craved but were not always afforded. As Joyce and Showers put it:

schools are not structured to facilitate collective study (1995:6)

so the granting of time to meet colleagues was valued by many of these involved. Peer coaching is regularly utilised as part of a school’s collective action, whether in relation to AifL, probationary teaching and SQH, or more informal groups within and across schools. These groupings can be viewed as analogous to Senge’s insistence on ‘learning units’ (2006). Shared understandings, claim Joyce and Showers, sustain innovations, and again this idea is echoed by Senge in his concept of learning organisations (2006). An additional benefit of such sharing, say Joyce and Showers, is the breaking down of the isolation in which many teachers traditionally operate, and which accords a ‘spurious sense of security’ (1995:39). Collaborative activity- whether by staff or pupils- requires a change in many traditional relationships in schools, and needs to be well co-ordinated and carried out in a spirit of co-operation in order to build the shared learning. The AifL programme probably provides the best contemporary example of such shared understandings, encouraging groups of teachers within and across schools, working collaboratively in this way (Hilliam *et al*, 2007). It remains to be seen, however, whether these principles, having been incorporated successfully at the heart of AifL, will continue to be placed at the heart of other CPD initiatives. Joyce and Showers suggest

that there is a risk attached to such fundamental change as they believe will result from this type of staff development, quoting Drucker's belief (1988) that organisations put their energy into self-maintenance rather than into change. Fundamentally, especially in a managerialist interpretation of the organisation of education, schools are hierarchical rather than democratic institutions, thus the empowering agenda suggested by Joyce and Showers might be resisted. In harnessing educator growth to a Scottish Executive/Government-approved initiative such as AifL, however, the radical aspirations of the development can, rather ironically, be seen to have been claimed by the educational mainstream.

Joyce and Showers argue that any educational initiative which fails to provide 'adequate and focused' 'staff development' (1995:66) will fail to support the intended change, and may even have a negative effect as a result of the perception of wasted time and energy which will lead to increased frustration amongst participants.

Leadership

The concept of leadership similarly has a great deal of political and educational currency. Looking at recent educational publications from diverse sources, the casual observer could be forgiven for thinking that the idea of leadership is an uncontested good which has a recognised and beneficial result on educational processes and establishments. However, closer examination yields the view that the concept is far from uncontested. An EIS Head Teachers' Conference of January 2009 focused on 'leadership' and pulled together influential speakers from across Scottish education, including the Cabinet Secretary, the EIS President, an HMIe representative and the Chief Executive of the GTCS, all of whom addressed the concept of leadership, variously in relation to implementation of CfE, raising standards, and building capacity. There was agreement between the EIS and GTCS speakers that leadership and management were not synonymous, and between the HMIe and GTCS contributors that a balance between autocratic and democratic leadership was necessary.¹⁶

¹⁶ Significantly, a number of these key ideas were also highlighted at the School Leaders' Scotland Conference earlier in the same month, where delegates were told that 'new ways of working and leadership skills had to be developed'. However, and perhaps unsurprisingly, given the intended audience (the professional organisation formerly known as the Headteachers' Association of Scotland, thus collocating leadership and management in this particular interpretation), there was not the same separation of the two concepts as was the case at the EIS Conference.

A document which unsurprisingly encapsulates many of these ideas is the EIS publication, *The EIS and Leadership in Schools* (2008a). The foreword outlines that, while all teachers have a leadership role, this is not to underestimate the distinct roles of those in management positions (2008a:4). According to the document, this apparent contradiction can be explained with reference to collegiality, a key principle in the Teachers' Agreement of 2001. In introducing the concept, the document emphasises the importance of leadership to the successful implementation of CfE, but rejects the notion of 'top down' systems of management in so doing.

Perhaps indicative of a wider accommodation with private sector values by trade unions is the fact that the EIS 'accepts' the wide definition of leadership which has come to be the norm in business and industry (2008a:5), although firmly anchoring those within the SNCT circular on collegiality of 2007. In linking the building of leadership capacity to 'an increasingly confident and informed workforce' (2008a:5), a duality in approach can be detected. The idea of 'confidence' is indicative of a personal growth justification for this particular element of CPD, while the word 'informed' may be seen as being linked to a learning organisation agenda. Where the possible tension arises, is in the use of the word 'workforce' in this context, as the idea of increasing the capacity of a group of employees in this way could be seen as being indicative of HCT, and would be unexpected in a professional organisation's publication.

Fullan, Senge, Hargreaves and Harris are cited as contributing to the EIS position in embracing a fluid and emergent view of leadership, and links are made to the position adopted by both HMIe (2007b) and OECD (2007) in exploring the central importance of the concept in relation to Scottish education. There is an unequivocal assertion that a key role of the leader is to enhance the capacity of all within the organisation to embrace personal learning in order to work towards common goals. Senge's view of leadership as diversified to many roles and levels within the organisation in a system of networks (2006:319) in order to sustain 'deep change' can be recognised in both the pupil and Head Teacher 'academies' run by Columba 1400.¹⁷

¹⁷ Senge quotes the Taoist thinker Lao Tzu in defining the type of leadership which allows members of an organisation to feel responsible for effecting change; such Taoist thinking is a cornerstone of the Columba 1400 experience.

Both CT and SQH are viewed as contributing in important ways to increasing leadership capacity in the profession, particularly given the diminution of traditional leadership opportunities as a result of the streamlining of the promoted structure following the Teachers' Agreement. A review of the management structures in schools is one of the key EIS recommendations; the implication being that the way that this is evolving post-McCrone is not suitable for the implementation of CfE. Other developments such as Government investment in coaching and mentoring, the International Leadership Summer School and the work of the national CPD team are recognised as having a valuable role to play in increasing leadership capacity, although the lack of a coherent strategy or framework is identified as problematic. The GTCS, according to the document, could be the body charged with developing a coherent strategy (2008a:15). The EIS rejects the notion of 'distributed' leadership if it merely involves delegating specific tasks, while retaining control at management level (2008a:17).

Learning Representatives

One initiative which can be seen as embracing leadership, lifelong learning and the idea of the learning organisation is demonstrated in the EIS involvement in the Learning Representative (LR) function; an entitlement conferred on trade unions under the terms of the Employment Act of 2002 (43 (2) 168a). As part of this legislation, Learning Representatives have statutory rights, including the right to 'reasonable' time off to undertake the duties connected with the role, provided the LR gives the employer notice in writing that this position has been taken up, and that LRs liaise to ensure no local duplication of effort takes place.

In respect of the legislation, LRs appointed by the teaching unions have the same statutory rights. However, in terms of specific roles in schools and across establishments, the framework of the Teachers' Agreement is equally important in establishing duties and activities. For instance, an EIS publication seeking to answer Frequently Asked Questions (EIS, 2008b) makes it clear that the duties specific to EIS LRs are related closely to the terms of the Agreement, including:

Informing, advising and supporting teachers in accessing quality CPD;
supporting and encouraging teachers in accessing CT courses, courses
relating to training and development for headship and leadership, SQH

courses and other accredited courses; supporting teachers in accessing additional sources of advice and guidance; working with LR's appointed at multi-establishment level (2008b:2).

Further, EIS guidelines in the document make it clear that the LR is very much part of the 'learning agenda' and should not, therefore, be seen as having a role in terms of conditions of service, casework, disciplinary or grievance matters.

The EIS claims that it has been involved in promoting sound learning since its inception and that therefore in some ways the LR is a development of a previous position rather than an initiative in the wake of the Teachers' Agreement.

The training course undertaken by LR's represents an undergraduate module provided by one University in partnership with the EIS, thus not only equipping the LR with the information which he or she needs to carry out the role, but providing an example of the very learning which the post holder will encourage in colleagues.

LR's at school level have a particular responsibility in promoting the quality of CPD within the school in which they are based. This, according to EIS advice, should put them in a position where they are liaising with others who have a responsibility in this area.

Similarly, multi-establishment LR's will have a duty to liaise at local authority level.

The development of LR's by the EIS can be described under a variety of the themes and contexts which shape CPD at present. The undertaking by the LR of the University module is an example of lifelong learning, while the EIS, locally and nationally, in setting up a supportive network can be viewed as establishing a learning organisation.

The wide definition of leadership which is related to the principle of collegiality as realised in the SNCT circular Code of Practice on Collegiality (2007), and which separates the concept from that of management, would include the work of the LR as an example of a leadership role in schools.

Personal Journals

Another supportive process which is identified with the Columba 1400 programme is the keeping of a journal by participants. The possibilities of journal keeping as an aid to professional development of educators have been recognised by a variety of academics, growing from the work of Schon on the subject of reflective practice (1983).

Thus, the writing and keeping of journals has become a fairly common element in CPD (Moon, 2006; Smith, 2006), particularly within the training process, with journal-keeping a feature of ITE courses.

Specific Scottish Context

As has been suggested above, there are a number of trends, policies and underlying concepts which are currently influential in the CPD landscape and which act and interact on the policy landscape; while taking these into account, it is also vital to bear in mind the specific Scottish context in which CPD operates.

A number of specific factors which affect current attitudes to and developments in CPD in Scotland must also be considered in terms of providing a context for the study. These include Curriculum for Excellence (CfE), the effects of the 2007 Concordat signed by the Scottish Government and the Convention of Scottish Local Authorities (COSLA), and the shape of local government following reorganisation in the 1990s which continues to have far-reaching consequences for education. Separately and collectively, these developments continue to have a significant bearing on CPD.

Curriculum for Excellence (CfE)

The potential effect of CfE on CPD is wide-reaching and for this reason must be taken into account, particularly in the immediate future of professional learning. CfE was an inevitable consequence of the Teachers' Agreement in that the prevailing ethos of tests, tables and targets was rendered incompatible with the new era of collegiality and professionalism brought in by the Agreement (Boyd, 2008).

The introduction of CfE has been a protracted process, further complicated by a change of government in 2007 (albeit within a broadly supportive consensus for change) and the concomitant changes at ministerial and civil service level. Changes in the so-called 'outcomes and experiences' which summarise expected progress in broad curricular areas led to further delay.

That changes in methodology rather than content are stressed as being key to the implementation of CfE, and given the culture change which the new professional autonomy is seen to imply, appropriate professional development is vital to successful implementation. In most schools and authorities, therefore, the CPD agenda will be dominated in the coming sessions by professional development directly or indirectly

related to the implementation of CfE.¹⁸ However, this could also imply a compromising of the commitment to the principles of personalised programmes of professional development enshrined in the Teachers' Agreement.

The Concordat

A similarly influential development for education spending in Scotland has been the 2007 Scottish Budget Spending Review which was signed by the Scottish Government and the Convention of Scottish Local Authorities (COSLA). Known as the Concordat (Scottish Government, 2007a), the agreement allowed the new SNP Government to keep its election manifesto promise of a freeze on Council Tax.¹⁹ In return for agreement from local authorities to keep Council Tax levels at the level of the previous year the Scottish Government reduced ring-fencing of funding, allowing greater flexibility for local priorities, devolving decision making to local levels. The local authorities were broadly agreeable to this settlement. Under the Concordat, local authorities were required to produce a Single Outcome Agreement (SOA) which reflected both national and local priorities. Previously, certain education budgets had been protected by ring-fencing, particularly before the recession of 2008. Now, these areas have to compete with other priorities for funding, with training and CPD budgets being suggested as soft targets in such circumstances (TESS, 27th May, 2011: 5).

Local Government Reform

The Local Government (Scotland) Act of 1994 continues to have an impact on the delivery of services today, particularly when coupled with economic downturn. Prior to the reorganisation brought in by the Act in 1995, education in Scotland was delivered by nine regional authorities and three multi-purpose island authorities. Following reorganisation, these larger authorities were replaced by twenty nine unitary authorities, with the three island organisations being retained. Thus, education and other services are now being delivered by thirty two rather than twelve local government units.

Where previously a large regional authority was responsible for provision, a number of smaller unitary authorities currently deliver CPD, with a consequent duplication of effort

¹⁸ The Association of Chartered Teachers in its submission to the McCormac Committee predicted that any changes to the CT scheme as a result of the Review would have a 'negative effect on the implementation of CfE' (TESS, 25th March, 2011:15).

¹⁹ The SNP Government which was formed in May 2011 following an unprecedented overall majority at the polls was elected with a Manifesto promise to freeze the Council Tax for a further five years.

and increase in costs. Loss of political and administrative expertise in the years immediately following reorganisation was also highlighted as a consequence of the reforms, although this aspect would be expected to become less relevant with time.²⁰ However, the new political realities of the Concordat and the economic downturn, coupled with local administrations unused to having to make budget cuts, have seen CPD budgets being cut.

Despite some pooling of resources in neighbouring authorities in, for example, central Scotland, there remain serious doubts over the capacity of the thirty-two authorities to deliver CPD (O'Brien *et al*, 2008).²¹

Stakeholders in Scottish CPD

A further significant aspect of CPD in Scotland is the number and range of organisations involved. Identifying the stakeholders (to use a recontextualisation from the language of business) in CPD is in itself a useful exercise in demonstrating the scope and range of CPD at national, local and school level and in terms of involvement of political and educational bodies. These stakeholders and their involvement are identified in the following table:

²⁰ Research into the effect of reorganisation on social services and children's services in Scotland and beyond (Craig *et al*, 2000; Craig and Manthorpe, 1999) indicates that, while the concept of greater 'localness' in provision of services has been welcomed by users, and the potential for reducing bureaucracy has been recognised, loss of economies of scale had a damaging effect on provision, at least in the short term.

²¹ A number of authorities are currently investigating arrangements which may see joint delivery of some aspects of educational provision.

Table 3.1: Stakeholders in CPD

BODY/INDIVIDUAL	SCOPE	INVOLVEMENT
National CPD Coordinator	National	Established in 2004 as part of CPD Team; responsibility for over-seeing implementation of national framework; advises Cabinet Secretary; now part of Education Scotland
Learning and Teaching Scotland (LTS)	National	Created in 2000; executive non-departmental public body; Chair and Board appointed by Scottish Government; responsible for curricular elements in Scottish schools, including disseminating information about CPD; merged with HMIe in July 2011 to create Education Scotland
CPD Coordinator	Local	Responsible for coordinating initiatives and developments at authority level; contributes to national network
CPD Coordinator	School	In larger schools; liaises with local coordinator; passes on needs of staff following Professional Review and Development (PRD) process
PTs, DHTs and HTs	School and Dept	Line managers responsible for conducting PRD interviews; also have responsibility for own CPD
GTCS	National	Independent professional body; maintains and enhances teaching standards; promotes and regulates the profession; locus in relation to CPD is specifically related to national framework of standards
EIS	National	Provider of CPD in partnership with universities; has own network of LRs responsible for organising and promoting CPD opportunities; CPD Committee reports to EIS National Council and AGMs
Scottish Universities	National	Provide Initial Teacher Education (ITE) through Faculties of Education; provide post-graduate programmes of study; provide a broad range of courses; faculty members involved in research on CPD
Scottish Qualifications Authority (SQA)	National	Holds regular subject specific workshops
HMIe	National	Offers ongoing professional advice to Government; provides self evaluation tool which can point up CPD needs; individual inspection reports identify CPD needs
CPD Team	National	Maintains register of CPD providers
CPD Providers	Various	Organisations or individuals with knowledge, ability and experience to provide CPD; not all included on national register

An identification of this variety and influence of stakeholders is indicative of the importance of CPD at the heart of the educational agenda. The on-going review and change of the CPD agenda referred to in the Introduction as one of the biggest challenges

affecting this study is also, I would contend, indicative of both the perceived importance and the contested status of CPD.

The Donaldson Report

The Donaldson Review which reported in December 2010 (Scottish Government, 2011a) was a fundamental review of teacher education which made fifty recommendations²² about what was described as ‘build(ing) professional capacity’ and thus ‘improving the learning of young people’ (2011a:1). Explicit reference to human capital as the ‘key determinant’ of economic success, and to ‘continuous improvement’ (*ibid*: 2) in the early comments of the Report appear to situate the Report’s recommendations within an HCT approach to CPD. However, there is also a clear link made between CPD and what the Report terms ‘extended professionalism’ (2011a: 5 and 14) which challenges a narrow interpretation of the teacher’s role, going beyond an emphasis on the ‘management process’ with CPD bringing a ‘more integrated relationship’ between practice and theory’ (*ibid*:4). Lifelong learning within the profession is seen as a route for the development of professionals who are ‘reflective, accomplished and enquiring’ (*ibid*: 4, 14 and 28). It is important to note the tension evident within the discourse of the Donaldson Report between HCT and enhanced professionalism or lifelong learning readings of CPD, a tension which is echoed in the discourse of CPD in general, and which has been a contributory factor in the limited engagement with particular schemes over the last decade.

²² The Scottish Government, in its response to the Donaldson Report, accepted the recommendations (2011b).

Chapter Four: Workforce Remodelling

In this chapter, the events leading up to the Teachers' Agreement of 2001, including the Committee's Report (2000) which preceded it, are described. Policy analysis of key documents (*McCrone Committee's Report* (2000), the *Teachers' Agreement* (2001a), *Professional Review and Development* (2003a), *Continuing Professional Development* (2003b) *Continuing Professional Development for Educational Leaders* (2003c)) follows. The findings of research and reports point to tensions between the discourse of the documents and the reality of implementation of CPD. CDA of the documentation reveals tensions in the original discourse including that between professional autonomy and managerialism. Such tensions are identified as creating a disincentive to undertaking CPD and, crucially to the argument of the thesis, it is suggested that the investment in CPD following the Teachers' Agreement has not made the anticipated impact on teaching and learning.

Policy Analysis including Background

The Independent Committee of Inquiry into Professional Conditions of Service for teachers was set up in response to a breakdown in negotiations on pay and conditions of service between local authorities and teaching unions following the Millennium Review into public education in Scotland which had been carried out in 1997-98. The threat of strike action by the teaching unions was countered by a threat by the Minister for Education, to disband the Scottish Joint Negotiating Committee (SJNC). As a result, the Minister set up the Committee of Inquiry with a remit to inquire into:

how teachers' pay, promotion structures and conditions of service should be changed in order to ensure a committed, professional, and flexible teaching force which will secure high and improving standards... into the new Millennium... (2000: 71)

Consultation was wide.²³ Independent research was undertaken into how teachers' pay compared with similar occupations and this formed the statistical element of the Report. The Committee saw a number of themes emerge from its consultation which indicated that teaching was a profession under pressure (2000: 2).²⁴ It reported on a general feeling of teachers as under-valued, overworked and underpaid, with subsequent negative effects on morale and well-being. The Committee was concerned about the effect this situation had on recruitment of high-quality graduates and cited the inflexibility of statutory provisions as not lending itself easily to the demands of a modern education system:

...the teaching profession of the twenty-first century needs a more collegial framework if it is to rise to the challenges it faces; but the profession must also be able to count on better support, on the provision of high-quality training and development, and on a career and salary structure which recognises and rewards excellence (2000:2).

These ideas, and the extent of their implementation, are key to understanding the role of CPD in the current landscape of Scottish schools and education. Among the key ideas notable in the Report are the importance afforded to the word 'collegial' in describing the needs of the education system; the juxtaposing of 'training' and 'development' in relation to support for the profession; and the use of the key word 'excellence' which continues to dominate the educational discourse in Scotland.

In contextualising the work of the Committee within the current economic situation of the time, the Report referred to the need for:

...high-quality, trained, professional, motivated and contented teachers....and restore(d) public esteem for the teaching profession (2000:5)

in order to ensure an education service equipped to deliver a competitive economy, and face the challenges of globalisation, flexibility and new technologies. The influence of HCT is apparent in this reading of education, although somewhat tempered by adjectives such as 'professional' and 'contented'.

²³ This included every school, school board and parent-teacher organisation in Scotland; local authority employers and teacher unions; politicians and other interest groups. 2,600 responses were received.

²⁴ These pressures included the number and scale of initiatives; an increase in associated bureaucracy; the demands associated with the policy of social inclusion; and the problem of growing pupil indiscipline in schools.

One of the most significant aspects of the Report came in Section 3, *Developing and supporting the teaching profession*, which contained far-reaching recommendations including: a review of initial teacher education; improved support and induction for newly qualified teachers, including a year's employment; national and local improvements in CPD provision, including the initiation of a national register of providers, coordinators at school level, and agreed plans for all staff. The importance of CPD, according to the Committee, was such that professional development time should be increased by a further five days per year, which could be undertaken outwith the school day or outside the pupil year, and reflected in the salary structure. Sabbaticals were also suggested on a basis of one term per ten years' teaching.²⁵

The following section, *Career structure*, was also concerned with recommendations which would have far-reaching consequences for Scottish education, not all anticipated. The Committee felt that the structure which was current at the time of the Report was overly complex and hierarchical, with a rationale which was inflexible and unwieldy, particularly in the secondary sector. The commissioning of an extensive job evaluation exercise remains one of the most controversial elements of the McCrone process. The establishment of a CT status continues to throw up anomalies and difficulties, with the Review of 2008 attempting to address issues such as the role of the CT within his or her school before the current freeze on new entrants was announced. The direct link between CT status and salary was a departure, particularly given the insistence that the new programme would be a status rather than a post, unlike the Senior Teacher post established following the Main Review in 1986, and recommended, along with Assistant Principal Teacher posts, for abolition in a stream-lining of middle management. The Report also recommended the establishment of an Advanced Chartered Teacher (ACT) status which would be open to anyone who had successfully completed Chartered Teacher (CT) status. It was envisaged that such professionals would ultimately become 'a

²⁵ Additional recommendations in this section included the establishment of Senior Administrative Officers- or bursars- in larger schools, and increased clerical and ICT support across all schools in order to allow teaching staff to concentrate on teaching-related activities. The controversial issue of Head Teachers being drawn from outwith the teaching profession was categorically rejected by the Committee (2000:12) despite having been suggested in a written submission during consultation; nearly a decade later, the notion of non-teaching profession Head Teachers continues to surface from time to time, with EIS General Secretary warning delegates to a Head Teachers' Conference about the dangers associated with such a possibility in February 2009.

resource... in driving forward national educational standards’ (2000:21). These programmes were laid out in detail in the Report.

The section on Pay was perhaps the area of the Report which led to most public and media discussion, and recommended average increases of between 13.9% and 19.3% for classroom teachers over two years to address recruitment, retention and motivation. The Report recommended the introduction of CT status which gave a ‘real (financial) incentive to remain in the classroom’ (2000:32), and a ‘simple, transparent and flexible’ salary structure (2000: 29) for the teaching profession as a whole.

A number of recommendations were also made on teachers’ duties and working time, recommending that 35 hours continue to be the ‘basis for the contractual week’ (2000:48), but preceding this with a strong statement of belief that highly prescriptive arrangements for working hours were inappropriate for a profession which should be ‘trusted to manage itself flexibly’(2000: 46).²⁶ The Report’s recommendation of collegiate decision making on collective time in individual schools was described as requiring a ‘change of culture’ (2000:49). The equalisation of maximum contact time in the primary and secondary sectors was also recommended. The key recommendations of the Report are tabulated in Table 4.1

Table 4.1: Key recommendations of the Report

Key Recommendations of the Report
CPD
Review of initial teacher education
Improved support and induction for newly qualified teachers
Year’s employment following training
Improved national and local provision of CPD
National register of CPD providers
CPD coordinators in all schools
Agreed CPD plans for all staff
Increase of five days per working year for CPD
Investigation of sabbatical scheme
Support for teaching staff
Establishment of Senior Administrative Staff in larger schools
Increased clerical/ ICT support
Career Structure

²⁶ The SSTA submission to the McCormac Review suggested that teachers now work longer hours than they did prior to the Teachers’ Agreement (TESS, 15th April 2011:5) and School Leaders Scotland contended that the 35 hour week had created a profession of ‘clock watchers’ (TESS, 22nd April, 2011:5).

Establishment of CT and ACT status
Stream lined middle management
Pay
Average increases of between 13.9% and 19.3%
Link between CT status and pay
Simplified salary structure
Duties and working time
35 hour basis for working week
Collegiate decision making in schools
Equalisation of maximum contact in primary and secondary schools
Bureaucracy audit

The Report was published in May 2000 with much media and public interest concentrating on the proposals for pay rises, the new career structure and the longer working year (BBC, 2000).

The publication of the Report was followed by tripartite negotiation between the Executive, local government employers and representatives of the teaching unions, a process which would become integral to the Agreement. The Introduction to the Agreement puts a great deal of emphasis on this process, highlighting its uniqueness and the shared nature of its deliberations (2001a:2). By September 2000, an Implementation Group had been formed with a remit of examining the Report's recommendations, considering detailed proposals, agreeing key principles and making recommendations (2001a:3).

The Group began its work with a shared understanding of the central role played by teachers in the effectiveness of learning; an appreciation of the commitment and professionalism of teachers; an understanding that prevailing conditions of service were not serving the profession well; and a recognition that their work represented a chance to address these problems with some urgency (2001a:3).

The first section, *Career Structure*, outlined an 'improved and simplified' structure to be introduced from April 2002. This structure was broadly in line with the recommendations of the Report with the disappearance of the 'middle management' posts of APT, Senior Teacher and Assistant Head Teacher. A complex process of 'job-sizing' was introduced within which a formula was applied to determine the points on the appropriate scales at which particular posts would be placed. However, while the new

status of CT was to be established under the Agreement, the status of ACT was not to be introduced. With experienced classroom practitioners who did not want to go into management being encouraged into the new territory of a status rather than post, it was seen as too complex to introduce a further distinction within that status. Given the intention to flatten the management structure of the process as a whole, the introduction of a two-tiered CT status was out of place. Indeed, the eventual numbers of applicants for Chartered Teacher status would suggest that it would have been unlikely that necessary numbers would have come forward to continue their studies to ACT status (See Chapter 5).

The Agreement followed the Report in terms of the working week with the introduction of a 35 hour week with effect from 1 August 2001, and a phased equalisation of class contact time across the school sectors. However, while the Report was not over-prescriptive in terms of the working week, seeing such hour-counting as a limit on professionalism, the Agreement laid down a maximum class contact in all sectors of 22.5 hours per week to be phased in by August 2006. The idea of school level agreement (on the use of time remaining after class contact, preparation and correction time had been accounted for) as recommended by the Report was taken up in the Agreement (2001a:7), leading to the introduction of School Negotiating Committees (SNCs) in all schools. A revised outline of teachers' duties was also appended to the Agreement as Annex B. The list was not intended to be prescriptive, but rather to guide local authorities in developing particular job descriptions. The Report had warned of the pitfalls of a detailed list of duties (2000:44), but equally had recognised the need for a statement of duties in order to protect teaching staff from the expectation of carrying out work which should 'properly be done by others' (*ibid*). Annex B, as a statement of teachers' duties (2001a: 25-6), and Annex E, as a list of administrative and other non-teaching tasks which should not 'routinely' be carried out by teachers (*ibid*: 30) were the subject of much discussion at school, local and national level, with the inclusion of the word 'routinely' being open to conflicting interpretation.

Another departure from the recommendations of the Report, or at least from the original perception of its recommendations, could be seen in section two, *Conditions of Service*, with the retention of a working year of 195 days. The Report had stopped short of

recommending an extended working year by using the phrase ‘a further five days or their equivalent’ (2000: 50) which had left the way open for a flexible arrangement. This flexibility may have been intended to allow individuals to choose to use time beyond the school day or beyond the school year in which to carry out CPD activities, but is not retained in the Agreement. Anticipating the discourse analysis which will follow, it can be seen that categorical modality (‘shall’ and ‘will’) is used in outlining the conditions for CPD and the working year, which involved an extra 35 hours of development per annum for all teachers.²⁷ Specific activities would be part of an individual teacher’s ‘agreed’ plan, and there would be a requirement to keep a record of such activities. The Agreement recognised that the delivery of an appropriate framework would not happen overnight, and therefore delayed the necessity for full commitment with this requirement until August 2003 (2001a: 9 and 21). In outlining the mechanism for local bargaining, the Agreement spilt the implementation of ‘staff development’ (2001a:31) between the two levels of National Matters and Devolved Matters, with ‘staff development framework’ falling under the former and ‘staff development arrangements’ under the latter, allowing for recognition of local conditions within the national position. The Local Negotiating Committees which would replace the previous Consultative Committees at local level were to be established by April 2002. Arrangements for both local and national negotiating machinery were laid out in some detail in section five of the Agreement (2001a: 19-20) and in Annexes F, G and H, including constitutions for both organisations.

The Agreement covered Salary Increases and Transitional Arrangements in section 3, but did not repeat the lengthy rationale for the proposed increases which the Report included (2000:24-29) particularly as related to recruitment to and retention by the profession. Despite this difference in emphasis, the recommendations of the Report were broadly echoed in the Agreement, with the exception of a proposal for discretionary payments to be made by Headteachers to teachers or PTs in recognition of additional tasks carried out

²⁷ The LTS submission to the McCormac Review reignited this particular debate with the suggestion that teachers’ holidays be reduced by one week and the time used for curriculum review, development and CPD (TESS, 10th June, 2011:6). The McCormac Report, while stopping short of this recommendation, called for CPD to be completed outwith teaching time.

(2000:32), perhaps in recognition of the possibility of accusations of favouritism possible in such a scheme.²⁸

Section four, *Developing and Supporting the Profession*, detailed the twofold aim of increasing support staff in schools to minimise the incidence of teachers carrying out inappropriate tasks, and enhancing professional development opportunities for all teaching staff. The discourse of this section will be examined in detail later; in terms of policy, it is important to note the reciprocal responsibility placed by the Agreement on teachers and employers. The Agreement was unequivocal in making the planning and undertaking of CPD and the recording of that experience a condition of service for every teacher (2001a:17); however, CPD is equally to be seen as an opportunity to which all teachers must have access and thus it is incumbent on local authorities to ensure a wide range of programmes and to review local provision.²⁹

Three further important parts of the Agreement were the *Timetable for Implementation* (2001a:21), the summary of *Further Work Required* (*ibid*: 19) and the Annexes referred to earlier. The *Timetable for Implementation* was to dominate the teaching profession for the following years at school, national and local level. The timetable was a tight one and represented the phasing of pay and changes to working conditions detailed in the main body of the Agreement. Linked to this implementation was the further work which was identified as needing to be done by the Scottish Negotiating Committee for Teachers (SNCT), the Scottish Executive, the teaching unions, COSLA and the GTCS on particular aspects of the Agreement. Annex A (2001a: 24) listed the membership of the Implementation Group who were therefore the ‘we’ of the Introduction. Giving the names and designations of these members evidenced the tripartite nature of the negotiations, with COSLA, Scottish Executive and teaching union representatives all named. Annexes B to H covered specific details of particular areas of the Agreement.

²⁸ This type of arrangement was echoed by the suggestion in the ADES submission to the McCormac Review that teachers could undertake commissioned development tasks (TESS, 22nd April, 2011: 5). The McCormac Report took up this recommendation.

²⁹ This part of the Agreement also made provision for the recommended review of initial teacher education and guaranteed a one-year training contract with a maximum class contact of 0.7 FTE for probationer teachers, with the probation time cut to one year. A significant increase of support staff (3,500) including the bursar post recommended by the Report is detailed in the Agreement (2000:18).

The differences in emphasis and detail which have been identified between the Report and the Agreement are summarised in Table 4.2.

Table 4.2: Key differences between Report and Agreement

Theme	McCrone Committee Report	Teachers' Agreement
Profession under pressure	Key idea; given prominence in Report; commitment to addressing morale and recruitment issues	Less prominence given; focus on collective response
Professionalism	Key issue; overwording suggests intense preoccupation; focus on restoring status of teaching profession	Less prominent concept; accountability highlighted
Economic imperatives	Economic situation seen as driving inevitable changes to profession	'Unique opportunity' for change in light of economic situation; original idea intensified
CPD arrangements	Importance of good quality CPD highlighted; extra working week for CPD suggested	35 hours extra CPD hours to be completed; flexibility stressed; no extra working week which might have compromised Agreement
Right/Responsibility	Not a key theme	Reciprocity emphasised; condition of service placed on teachers to plan, undertake and record CPD
Promotion structure	Simplified promotion structure mooted; job sizing; CT and ACT; status rather than post; linked to salary	Structure given prominence; ACT dropped
Conditions of service	Not prescriptive in terms of hours or duties; suggestion of discretionary payments by Head teachers	Minimum class contact in all sectors of 22.5 hours per week; detailed accounts of duties; discretionary payment issue not taken forward
Agreement and consultation	National bargaining body and local negotiating framework suggested; collegiate agreement in schools recommended	Consultation process leading up to Agreement highlighted

Following publication of the Agreement, and the establishment of local and national negotiating machinery as detailed in the Agreement, the Scottish Executive published a series of documents which set out to answer questions on CPD, provide a framework for the process of Professional Review and Development (PRD) which was integral to the process, and demonstrate to both teachers and local authorities what their various responsibilities, obligations and entitlements were in this regard.

Professional Review and Development (SEED: 2003a) was published in 2002 and provided the framework for PRD for the guidance of teachers and local authorities. It took its starting point as the contractual requirement in the Agreement for every teacher to have an on-going commitment to maintaining professional expertise through an agreed programme of CPD; the need to record CPD activities; and the commitment to undertake an extra 35 hours per year of CPD. The Introduction summarised the rationale behind the framework, foregrounding the importance of technological change in necessitating continuous development of knowledge and skills (2003a: 4). It is also important to note that the needs of the school and authority development plans and national priorities were privileged over professional development needs in the list used, with the latter being met 'so far as possible' and 'within available resources' (*ibid*). The *Introduction* was also categorical in describing PRD as one of a wide range of 'quality assurance strategies' used in schools, thus central to raising attainment and improving the effectiveness of teaching and learning. The claim was made that 'successful PRD brings about practical improvements in the classroom' (*ibid*). Personal benefits such as improved job satisfaction were also mentioned as results of the PRD process.

The framework itself was then introduced with a series of statements about what makes an effective PRD process. These included practical considerations such as keeping bureaucracy to a minimum and clarifying the purpose of the process, more theoretical elements such as the importance of on-going personal reflection, and managerial elements such as the need to refer to the school development plan. This very wide rationale could be seen as attempting to accommodate conflicting, or at least competing, readings of professional development.

The document went on to outline the expected contents of a teacher's CPD Profile, with an 'illustrative rather than exhaustive' (2003a:7) list of possible CPD activities included, going beyond the previously held view of CPD as attendance at courses.

The conduct of the review was laid out as a cyclical process, with preparation for the review meeting feeding into the meeting itself and then into the action which followed the meeting. This process, repeated on an annual basis, was specifically related (2003a:14) to Kolb's Learning Cycle of planning, experience, reflection and conclusion.³⁰

The CPD Portfolio was outlined and exemplified in the document with its possible uses carefully described as being at the behest of the individual teacher, thus excluding any suggestion that the Portfolio be used as a monitoring or assessment tool, unless a teacher has chosen to undertake a particular activity.

A table was used to link the process of Professional Review with National Standards, showing how a teacher might choose to progress to a particular standard, such as the Standard for CT or Headship.

Three exemplars were included in order both to suggest models for the process and to emphasise the point that there was no obligation to follow a particular format of review. The first model used the three qualities of the standard as prompts for self-evaluation; the second, as seen earlier, used Kolb's Learning Cycle; and the third made use of the seven key areas of *How good is our school?*

The document concluded with a reminder of the intended flexibility for schools and authorities in setting the process in their own areas, and provided a checklist which could be used in developing local agreements.

Continuing Professional Development (SEED, 2003b) sought to demonstrate how the National Framework for CPD 'can work for teachers' (2003b:2), making the intertextual links to *Professional Review and Development* (2003a) and the specific documentation for particular elements of the framework, from Standard to Full Registration to Standard for CT and Standard for Headship, emphasising the contractual commitment to CPD and PRD.

³⁰ However, there is no explicit reference to the importance of research in the McCrone Report while the Teachers' Agreement only makes one brief reference to 'putting theories into practice' (2001a:3.5).

The second half of the document concentrated on answering a series of general and more specific questions about CPD, each of which was written in the first person, as if an interested member of staff were posing it, thus perhaps individualising or personalising the process. Some of these questions reflected the lack of knowledge of a new system which could have been anticipated at an early stage of a new system ('Is CPD compulsory?'); while others indicated the culture change which the Agreement brought about ('What will I have to do?').

Specifically aimed at educational leaders, *Continuing Professional Development for Educational Leaders*, (SEED, 2003c) sought to differentiate between leadership and management, and to locate leadership in learning communities where all participants have valuable roles to play. This wide interpretation of the concept of leadership extended the idea to all teachers, and thus, by implication, the document is relevant to all. The model is based on that underpinning both the Standards for CT and Headship, consisting of three elements: professional knowledge and understanding, professional abilities, and professional values and commitments and is applied to leadership at four stages: project, team, school and strategic leadership. All four are linked to PRD and CPD needs, thus providing a framework for teachers who have attained the Standard for Full Registration but are not seeking, or eligible for, participation in the other Standards. Detailed examples and case studies follow of the types of activity which 'leaders' at the four different stages could be involved in.

Given the emphasis in all three of these documents on choice and flexibility it is useful to take an example of such a local application of the national guidelines to see whether that aspiration has been met.

Professional Review and Development Procedures for Teaching Staff (Eilean Siar, 2004) was published in March 2004, and was ratified by the Local Negotiating Committee the following May.³¹ It will be remembered that the Agreement divided the responsibility for CPD and PRD arrangements between national and local bodies, with the framework

³¹ A more recent (February 2011) policy which links the PRD process to the Standards for Full Registration, Chartered Teacher and Head Teacher has been adopted in the same authority, making a much more explicit connection between PRD and Standards continuum. The COSLA submission to the McCormac Review (TESS, 27th May 2011: 5) took this idea further, suggesting that CPD, 'performance reviews' and councils' educational objectives should be more explicitly linked, and that CPD should become part of any mandatory re-accreditation process with the GTCS.

being agreed nationally and specific delivery arrangements locally; thus this particular document can be seen to have followed this process in its implementation.

There is not a great deal of room for deviation from the process laid out in the CPD and PRD documentation. Much of the illustrative material is reproduced in the local agreement. The reader is referred to the list of possible activities in *Professional Review and Development* (2003a) and the illustrations available in *Continuing Professional Development for Educational Leaders* (2003c) are also suggested as useful.

A detailed time line is included which places the process of review firmly within the school's development planning and quality assurance process. There are procedures for both reviewer and reviewee to follow in the lead up to the meeting and in terms of the paperwork associated with the review. A departure from the national framework occurs with the suggestion (2004:3) that a mid-session review be held. The fact that this is not a requirement of the national framework is pointed up. While this could be read as an example of the flexibility for local arrangements suggested in the framework (2003a), it could also be seen as an extra layer of administration, running contrary to the recommended minimal bureaucracy. A further local arrangement is evident in terms of the use made of documentation, where the reviewer is instructed to make a summary of the elements of the Profile which require local authority or school input in terms of CPD and pass this on to a named official in the Education Department. There is provision in the Framework for such collation to take place and, as has been seen, LNCs have the ability to make decisions on local arrangements. In this particular case, the teacher representatives on the LNC were obviously confident that the lodging of this aspect of the Profile with the Education Department was an acceptable suggestion; perhaps seeing it as a route to improving local authority provision in a rural, island setting where access to CPD opportunities may be somewhat limited.³²

³² However, when the same authority, facing the problem of implementing compulsory transfers as a result of falling school rolls, proposed to use CPD Portfolios as a means of differentiating between teachers in a disputed case the teacher representatives on the LNC vociferously opposed this suggestion, citing the clear guidance in the Framework (2003a:12) that Portfolios were to be the personal property of the individual teacher, and that therefore this proposal was not appropriate. The authority subsequently agreed to drop the suggestion.

The impact of Teachers' Agreement (2005-9)

Early reaction following the implementation of the Agreement was generally positive, particularly with regard to salary scales, CPD opportunities, induction of probationers, and deployment of extra support staff. However, examination of the research relating to the implementation of the Teachers' Agreement is instructive in pointing up some of the discrepancies and tensions between the Agreement and its implementation.

Research was commissioned by the SNCT in August 2005 into whether commitments on the working week made in response to the McCrone Report had been met. This research (Menter *et al*, 2006), while concentrating primarily on the average working hours in different sectors, was also able to give a specific indication of teachers' responses to changes in CPD provision, particularly within the context of the 35 hour week.

One element of the research consisted of examining policies and agreements made by LNCs and interviewing joint secretaries from a selection of authorities. As would perhaps be expected, consistency was seen in terms of policy, agreement and strategy with little variation in terms of the language used. As has been seen in relation to the Local Authority policy discussed above, and in the 2003 guidelines (2003a), the division between national and local negotiating machinery is clearly laid out, and limits local variation in terms of CPD to arrangements. However, it was reported that one authority had linked CPD requirements to 'possible disciplinary measures' (2006: 13).³³ Overall, it was reported that there was an emphasis on CPD as an entitlement for teachers (*ibid*). Policy analysis of documents revealed most authorities to have similar expectations placed upon teachers in terms of duties and working time (*ibid*: 14). Importantly, the entitlement view of CPD was privileged over the contractual obligation in the interviews with the joint secretaries (*ibid*: 20).³⁴ The study found that the average time spent on CPD, including the additional contractual 35 hours, was 3.05 hours in the survey's first round of questioning and 2.59 in the second; figures between sectors and between individuals varied considerably, and the point was made that CPD was not something which was consistently accessed throughout the school year (*ibid*: 42). Teachers were

³³ The COSLA submission to the McCormac Review regarding CPD and reaccreditation has led to an angry response from one teaching union, demonstrating that this link persists (TESS, 27th May 2011: 5).

³⁴ As will be seen in Chapter Seven, the EIS teaching union advised its members to support the Agreement and has continued to contribute to the CPD Agenda.

also surveyed about their perceptions of particular CPD activities. The difference between sectors here was significant with primary teachers believing they spent ‘too much time’ on CPD while secondary teachers felt that ‘not enough time’ was spent on such activities (*ibid*: 46).

Despite these differences, however, the report concluded (*ibid*:53) that the Agreement’s aims in terms of increasing CPD had been largely successful, given that the pre-Agreement average was one hour.

In terms of perceived benefits, the research concluded that CPD opportunities were generally viewed positively; more than 40% of those who responded felt that their commitment to CPD had increased as a result (*ibid*: 57). However, responses to the CT initiative were qualified; an attitude borne out in terms of general uptake figures throughout the scheme’s existence. Another caveat to arise from the research was that perceptions were very different in different parts of the country (*ibid*: 59).

In examining the Report’s conclusion, the tensions inherent in the Agreement in terms of CPD appeared to be impacting on teachers’ perceptions at this relatively early stage in its implementation: while teachers felt that a more reactive system of CPD and better provision thereof led to ‘some degree of empowerment’ (*ibid*: 60), a sense of disempowerment was fostered by the CT arrangements, particularly in terms of self-finance and workload. Thus, although there was a recognition of improved CPD provision (*ibid*: 61), there was a concern that CPD should be more flexibly managed. The report’s authors claimed, however, that there was continued evidence of strong commitment to enhanced professionalism and CPD in Scotland, linking the feeling of improved professionalism to a more systematic provision of CPD and PRD (*ibid*:63).

Audit Scotland’s *A Mid-term Report* (2006) had mixed messages in terms of the benefits brought to the profession by the Agreement. The study set out to examine its implementation, including the greater emphasis on CPD for all teachers, and given the fact that over £2 billion of additional funding had been made available for education services from 2001 to 2006 (2006:4). The study’s key messages included the identification of a number of key benefits brought about by the Agreement, including ‘an improvement in the quality and variety of CPD’ (2006:4). The Teacher Induction Scheme was also seen as having had a positive effect. However, the CT scheme was described at

this point as having had limited uptake (*ibid*). In discussing the implementation and cost of the Agreement (*ibid*: 8), the study contended that the lack of specific outcome measures made its impact difficult to judge. These measures should have been included in relation to areas such as improvements in classroom practice, impact on educational attainment and the quality of educational leadership. In terms of progress towards meeting the Agreement's milestones, Audit Scotland was able to report that 93% of teachers surveyed had a CPD plan and 97% had an annual CPD record (*ibid*:10), and local authority spending in this 'key initiative area' during the period was £57m (*ibid*:12). This represented a £4m overspend on the Scottish Executive assumption of £53m. Specifically, the CT scheme, however, represented an underspend of nearly £4m as a result of the numbers participating at the time of the survey (*ibid*).

Teachers' views on CPD were generally positive, with those who had taught for fewer than three years being more positive towards perceived benefits of CPD than those who had taught for longer (*ibid*: 25). In addition, the need for local authorities to have policies on CPD and to appoint CPD coordinators had improved the quality and availability of CPD. However, despite these positive indications, the report suggested that fully assessing the educational benefits of additional CPD time was difficult as a result of inadequate monitoring or evaluation by local authorities (*ibid*). The recommendations in this area included the development of effective monitoring by local authorities, learning from practice in other professions where appropriate.³⁵

Teaching Scotland's Children, A Report on Progress in Implementing 'A Teaching Profession for the 21st Century' was published by HMIe in 2007; HMIe and Audit Scotland worked in partnership, sharing research and findings to produce the two reports referred to here. The report referred to encouraging evidence of 'better approaches' (2007a: iii) to CPD, particularly in terms of the arrangements for probationers, and also highlighted the need for review of the CT scheme.

In terms of the new working arrangements in schools, the 35-hour working week was found to have been applied with 'inappropriate variation'(*ibid*:3) in relation to school

³⁵ The Recommendations included that the CT Scheme be targeted at teachers who had been teaching for more than ten years, and that the Scottish Executive should issue guidance on the role of the Chartered Teacher in and across schools (*ibid*: 35). As will be seen in Chapter Five, these issues were taken up in the Review of the CT scheme and overtaken by the COSLA freeze on entries.

arrangements, suggesting that, although collegiate procedures were being followed, there was room for improvement in this regard. Reduction in class contact time was seen to have contributed positively to CPD in both primary and secondary sectors, with collegiate activities, peer observation and effective reflection on practice cited as examples of activities undertaken in this time (*ibid*:6). The report found that limited uptake of the CT scheme made it difficult to assess the contribution of this initiative to the quality of teaching and learning. A number of suggestions were put forward to explain the lack of attraction of the programme, all of which would need to be taken into account in the review of the scheme.³⁶

The most significant part of this report for the purposes of this thesis comes in Section 3, *Supporting and Developing the Profession*. The section focused on the implementation of the enhanced opportunities for CPD envisaged in terms of the Agreement. Key findings included that almost all authorities had found the introduction of the 35 hours of CPD relatively straightforward (*ibid*:19), including the process of establishing annual reviews: the example discussed above, however, would suggest that in implementing the process, little variation from the exemplar materials occurred. Another key finding was that ‘almost all’ teachers had ‘now’ accepted the ‘mandatory nature’ of the arrangements (*ibid*). The discourse of this paragraph is telling: the implication being that there had been initial resistance to the mandatory aspect, which had not been completely overcome. A wide definition of what constitutes CPD was suggested in the use of examples, including virtual learning and in-house twilight sessions, and the suggestion was made that teachers found CPD which was directly related to improving classroom practice and ‘attuned’ (*ibid*:20) to their classroom practice most beneficial. The report showed that most authorities had implemented a system of yearly reviews, and self-evaluation was becoming more systematic (*ibid*); however, the quality of dialogue during review meetings was not always appropriate (*ibid*). The monitoring and evaluating of the process and impact was described as not sufficiently ‘effective and cohesive’ (*ibid*: 21) to demonstrate impact on pupils’ experiences. More robust systems were advised in this regard (*ibid*: 22). A difference between secondary and primary sectors was noted in terms of perceptions of effective use of CPD time, with almost all primary teachers surveyed in

³⁶ Again, see Chapter Five.

pre-inspection questionnaires believing this to be the case, while only ‘most’ secondary teachers agreed with this statement.

In concluding this section, however, positive aspects of this element of the implementation of the Agreement were listed, including a more comprehensive and rigorous approach to all aspects of CPD.

The section entitled *Building for the Future* made particular positive reference to the impact of specific opportunities for CPD, such as SQH, and to partnerships with providers such as Columba 1400. In conclusion, the report stated that beneficial impact of the Agreement on pupils and their learning had been very limited (*ibid*: 30). CPD provision was described in widely positive terms, but recommendations were made in terms of integrating elements of the process more clearly.

Improving Scottish Education 2005-8 was published by the HMIe in 2009 and reported on the quality of provision across all sectors. It was the second such document and offered an indication of progress since the publication of the first report. While much of its content was dominated by the context of Journey to Excellence and CfE, the report had extremely pertinent observations on the impact of the Teachers’ Agreement, particularly in terms of CPD and flexibility afforded by the Agreement (2009b: 22-23). These comments appear under the heading of *Professional Freedom and Responsibility*, and the section begins with a definition of professionalism as including:

...team working and sharing good practice, embracing innovation, taking responsibility for personal performance and development, and encouraging and supporting each learner as an individual (2009: 22)

thus including a number of current key ideas and motifs within its meaning. Having defined professionalism in these terms, the Report’s authors were able to categorise the professionalism of Scottish teachers as an area of continuing strength, with reference to the OECD Report of 2007, which recognised the professionalism of Scottish teachers, with CPD being seen as an area of notable improvement. This categorisation owed much to the implementation of the Agreement as a result of wider opportunities for CPD and a broader definition of what was meant by the term. Further improvement was suggested as necessary in terms of using CPD time to support CfE. Importantly, the flexibility afforded to the profession in terms of leadership and management had not had a

consistent impact on learners' attainment in key areas, and the process of self-evaluation, it suggested, needed to focus consistently on improving the quality of learners' experiences and achievements (2009:23). These ideas were re-stated in the concluding section where three priorities were identified:

fostering a culture in which individuals see themselves as members of a professional community which takes responsibility for its own learning; making the best use of... time and expertise in planning for essential continuing professional development... adopting open and objective approaches to self-evaluation... (*ibid*: 97).

The identification of these areas as priorities for the future of Scottish education is significant over a decade on from the McCrone Committee's Report. If such a culture does not exist, if teachers are not making the best use of time and expertise to plan CPD, and if open and objective approaches to self evaluation have not been adopted, then it might be concluded that in reality progress with CPD has not been as consistent and effective as would have been hoped given the levels of investment and importance placed upon it at school, local and national level.

Critical Discourse Analysis

Critical Discourse Analysis of the key documents points up the tension between the generally positive perception of CPD and the reality, with quantitative measures suggesting that opportunities have not been taken up in expected numbers.

The discourse of Volume I of the McCrone Report of 2000 is indicative of a tension at the heart of the Report which can be seen in all the key documents which will be analysed here.³⁷

Throughout the *Introduction* and the main body of the Report, emotive and metaphorical language is used in order to highlight the importance of the teaching profession, and to stress the perception that this importance has been compromised over the years running up to the Report. Thus the responses to the consultation exercise are described as being indicative of a 'depth of feeling' (2000: paragraph 1.4); teaching is described as a 'profession under pressure' and policy initiatives are seen as having increased the 'burden' upon teachers (*ibid*: 1.6). The following paragraph (*ibid*: 1.7) goes on to

³⁷ Volume II of the Report consists of six appendices, analysing and summarising pay trends, workload and employment and outlining the consultation process. The necessarily statistical basis of the reporting of such material makes it unsuitable for discourse analysis and, as such, it plays no part in this study.

characterise teachers as feeling ‘misunderstood and undervalued’ by a public which does not understand the ‘stresses and strains’ of the job. This latter somewhat clichéd phrase, emphasised by its rhetorical alliterative quality, might in other contexts be read as belittling the teachers’ perception of their working environment; however, in this instance it is juxtaposed with further emotive phrases (‘both overworked and underpaid’; ‘no longer holds teaching in high esteem’) which intensify the negative perception of the profession. While these perceptions are repeatedly ascribed to teachers themselves by using lexical choices in terms of verbs such as ‘think’, ‘feel’, ‘say’ and ‘point to’ in this part of the *Introduction*, there is no indication that the Report’s authors disagree with this perception; indeed, the situation as described is seen as ‘worrying’ and a cause of ‘concern’ (*ibid*: 1.8). Antithesis is used and clearly marked by the use of ‘(O)n the other hand’ (*ibid*:1.9) in introducing a list of positive attributes (‘level of commitment’, ‘sheer hard work’, ‘energetic’, ‘dedicated’ and ‘excellent’) demonstrated by Scottish teachers. The categorical modality in the concluding sentence of paragraph 1.9:

We are firmly of the view that most teachers are doing an extremely good job for Scotland’s children

contrasts with the earlier descriptions and has an authoritative tone increased further by the use of ‘firmly’ and ‘extremely’, although ‘most’ moderates the view slightly by suggesting that not all teachers fall into this category. The use of ‘we’ is exclusive, clearly referring to the members of the Committee; its function here is to demonstrate that the Committee members have a positive view of the teaching profession.

A negative view of the existing conditions of service is expressed by describing these as ‘prescriptive’ and making the contrast with a more ‘flexible, collegial framework’ which the Report recommends. These adjectives are key words in the Report as a whole. The word ‘profession’ and its adjectival form could be seen as an example of over-wording, given repeated use in this short introduction. The word is used twelve times, indicative of an intense preoccupation with a particular idea. Given that the Report’s title is *A Teaching Profession for the 21st Century*, this proliferation is perhaps not surprising; however, given that so much of the introduction is devoted to outlining the constraints under which the profession was operating at the time of the Report, it could perhaps be seen as indicative of a problematic or contested idea.

The techniques used in order to establish a broadly sympathetic attitude to the teaching profession are seen in Table 4.3.:

Table 4.3: Discourse of the Introduction to the Report

Discourse Technique	Effect
Emotive word choice	Sympathy evoked for profession under profession
Metaphorical usage	Intensification of strength of feeling by use of metaphor
Alliteration	Suggests stock phrase or cliché; rhetorical device
Modality	Categorical modality sounds authoritative in stating feelings about teaching profession
Pronouns	Exclusive use of ‘we’ refers to Committee’s members; helps to contrast views with negative perceptions outlined
Antithesis	Negative perceptions of profession starkly contrasted with those of Committee
Over-wording	Word ‘profession’ used repeatedly to indicate intense preoccupation with particular idea
Key words	‘Collegial’ and ‘flexible’ run through entire Report

The following section, *Education and the economy* changes the emphasis from a beleaguered teaching profession to an economic imperative, and begins in declarative mood:

Scotland’s future prosperity depends crucially on the skill of its people- the people educated in Scottish schools (*ibid*: paragraph 2.1).

This statement introduces four paragraphs which contextualise the current needs of the Scottish education system in relation to national and global economic and social changes. This emphasis is significant as it appears to pave the way for recontextualisation: that is, the use in a non-economic field of the language of economics, a device which can be seen in the use of terms such as ‘audit’ and ‘stakeholder’ in educational contexts. The effect of this background information is also to emphasise the need for change as seen by the Report’s authors. It is important to note that while the phrase ‘knowledge economy’ is marked by quotation marks at 2.2, a device which slightly undermines the author’s commitment to the usage, there are no such marks at the word ‘globalisation’ in the same paragraph. Indeed, by using the definite article –‘the increasing globalisation’-the process

is rendered as a noun, allowing for obfuscation of agency and responsibility. This process of nominalisation has the effect of making a process seem inevitable, and thus making a response all the more necessary. The section is also notable for a number of presuppositions which render contentious statements as fact: thus, it appears a matter of fact that many people will change jobs in the course of their working lives; that there is less demand for unskilled labour, and that the modern economy is a high-skill 'knowledge economy' (*ibid*:2.2). Again, the effect of this technique is to suggest inevitability about the process and the need for response. In marked contrast with the previous section, 'we' in this section is inclusive, rather than being used to refer to the members of the Committee. In the final paragraph, the implication is that it is all of us who need the 'high-quality, trained...professional teachers' referred to. The paratactic list employed in this sentence (*ibid*: 2.7) gives an aspirational description of the kind of teachers needed, and balances the list at 2.5 which describes the flexible and adaptable employee who will be required to face the future as presented. It is not until this final paragraph that reference is made to the teaching profession; the focus having been firmly on the economic background. The final paragraph is characterised by an authoritative categorical modality which demonstrates a high level of commitment to the idea that a particular vision for the teaching profession must be followed in order to bring about a change in the education system which will mean a prosperous economy. Declarative sentences are used throughout this paragraph, intensifying the authoritative tone. These techniques and their effects are tabulated in Table 4.4:

Table 4.4: Discourse of Section 1, the Report

Discourse Technique	Effect
Recontextualisation	Colonisation of language of education with that of economic field allows for economic arguments to hold sway
Punctuation	Lack of quotation marks around word 'globalisation' suggests acceptance of idea
Nominalisation	Representation of process as noun removes agency and responsibility; inevitability of globalisation suggested
Presuppositions	Series of contentious ideas taken for granted in section, implying inevitability and emphasising need for action
Pronouns	Use of inclusive 'we' means that readers of Report included in sentiments expressed in final paragraph
Paratactic list	Build up of ideas of equivalent importance linked in list emphasising qualities needed in teacher as envisaged by Report
Categorical modality	Authoritative tone used in prescribing need for improved education service
Declarative mood	Authoritative tone intensified

The next section of the Report is entitled *Developing and supporting the profession*; it is significant to note the prominence given in terms of chapter arrangement to the issue of development in the Report, the implication being that this is a particularly important aspect of restoring the esteem of the teaching profession. However, the first sentence of this section ('Teachers are a valuable resource') suggests a very particular reading of development- that of HCT. This is reinforced by the second sentence which expands on the idea by describing training of teachers as being 'a major investment' by themselves and 'by the taxpayer'. There is an element of recontextualisation here in that this aspect of development is privileged over the maximising of the teacher's potential and the benefit to pupils. There is an unusual juxtaposition of ideas in this opening paragraph as the Report then goes on to use emotive and metaphorical language in describing the 'calling' for which teachers have been trained, which sits uneasily alongside the economic justification for developing and supporting the profession given at the outset. This point seems to highlight the tension at the heart of this and subsequent documentation surrounding CPD (Table 4.5):

Table 4.5: Discourse of Section 2, the Report

Discourse Technique	Effect
Recontextualisation	Beginning the section with reference to teachers as 'resource' and referring to investment by 'taxpayer' invokes HCT
Juxtaposition	Description of teaching as 'calling' sits uneasily with above, and leads to tension in interpretation
Metaphorical and emotive language	Teaching described as 'calling', using almost religious imagery

The following section deals primarily with Initial Training and Probation, compulsory elements of a teacher's career, and therefore outwith the scope of this study. The key section on CPD comes at paragraphs 3.11-3.16. A paratactic list is used to highlight the reasons for CPD to be undertaken, placing 'competences and knowledge' together as equivalences in terms of the areas needing to be addressed. The current (i.e. prior to the Agreement) situation is unfavourably compared with the desired situation by using the pejorative word 'basic' in describing the CPD which teachers undertake, and by

highlighting in paratactic list form the problems associated with undertaking courses during the school day (*ibid*: 3.12). The logic of this argument is to imply that the suggested course of action will alleviate these problems and improve upon a situation described as ‘disappointing’ (*ibid*). The controversial suggestion of using school holiday time for CPD (*ibid*: 3.13) is set against a recommended improvement in provision, with the collocation of ‘high quality’ with ‘CPD’ used in order to differentiate the proposed situation with the unsatisfactory current one and is used again in the concluding paragraph of this section (*ibid*: 3.48). The voice in this section is also noteworthy: throughout the recommendations ‘the Committee’ is identified as the agent of the proposals, a usage which sounds authoritative but somewhat more detached than the ‘we’ of the *Introduction*. Bullet points highlighted in bold type are used to sum up the recommendations of the Committee, which included accredited and approved CPD activities. The final, controversial recommendation, that of increasing the working year, is given a paragraph of its own, highlighting what the Committee believed to be its vital importance. The phrase ‘by the equivalent of a further five days’ (*ibid*: 3.16) allowed for a flexibility of implementation (Table 4.6):

Table 4.6: Discourse of Section 3, the Report

Discourse Technique	Effect
Equivalence	Equivalence created between competences and knowledge, implying equal importance of two aspects
Paratactic list	Number of negative aspects in current situation listed to highlight need for change
Contrast	Contrast set up between positive proposed situation and negative existing one
Pejorative lexical choice	Existing situation described as ‘basic’ and ‘disappointing’, comparing it unfavourably with proposals
Voice	‘The Committee’ ascribes suggestions directly to body; gives authoritative tone to the section
Collocation	Use of ‘high-quality’ and ‘CPD’ together contrasts proposed situation with current, unsatisfactory one

Section four, *Career structure*, deals predominantly with the proposals to bring in the CT and ACT status. Aspects of discourse are important to note in relation to the attempts to make the reformed structure appear attractive. One of the most significant of these is the use of pejorative lexical choice to describe the existing situation. The current structure at

the time of the Report is characterised as showing ‘complexity’, being ‘overly hierarchical’ and ‘not always immediately clear’ (*ibid*: 4.2). This negative description is intensified by paraphrasing respondents’ views on the structure as ‘excessively complicated’ and ‘much too rigid’ (*ibid*: 4.4). Specifically, the Senior Teacher grade which had been brought in by the Main Report of 1986 was described as ‘not having achieved its objectives’ (*ibid*: 4.5). The system is summarised as ‘most unsatisfactory’ (*ibid*: 4.7), thus paving the way for the Committee’s recommendations to be seen by contrast as preferable. The recommendations to introduce the CT status demonstrate very careful lexical choices; for instance, the contrast between a ‘post’, as Senior Teacher was, and ‘status’ as CT is proposed to be is emphasised by the connotations of prestige implicit in the latter (*ibid*: 4.12). It is also linked to the completion of a ‘challenging and structured’ scheme of ‘relevant and accredited’ CPD (*ibid*), with the adjectives chosen specifically to contrast with the criticisms of existing CPD made in the previous section, and to commend the proposed scheme by implication.

A *quid pro quo* is effected in the following paragraph when the ‘additional salary points’ are shown to be to a certain degree dependent on the CT being a ‘role model for junior colleagues’. A similar expectation is also suggested in relation to those undertaking ACT status, described as ‘dedicated and experienced’ teachers, who would be expected to make a ‘wide contribution’ to teaching and learning.³⁸ In both cases the use of ‘expect’ or ‘expectation’ modulates the level of necessity which will be placed upon the teachers in question. The final sentence of paragraph 4.15 employs rhetorical and metaphorical language in exhorting involvement in the scheme, describing them as ‘driving forward’ standards and relating them to the ‘nation’, thus placing great importance on their development. However, this noble-sounding role is somewhat diminished by the use of the noun ‘resource’ in relation to those teachers who undertake the qualification, recontextualising in the discourse of HCT rather than, or at least at the same time as, recognising them as highly qualified professionals. This is a clear example of the ambiguity which is found at the heart of the Report (See Table 4.7):

³⁸ This is a concept which has frequently been revisited in debates about CT. For example, the Review of the CT scheme of 2008 returned to this idea of an enhanced role for CTs.

Table 4.7: Discourse of Section 4, the Report

Discourse Technique	Effect
Pejorative lexical choice	Used to describe existing situation
Positive lexical choice	Contrasting description of proposed situation
Modulated modality	‘Expectation’ used to diminish level of commitment to CTs’ duties; on-going implications for role of CT throughout its existence
Rhetorical language	ACTs and CTs described as benefiting the education system of ‘nation’
Metaphorical language	ACTs and CTs described as ‘driving forward’ teaching and learning of nation
Recontextualisation	ACTs and CTs denoted as ‘resource’; HCT; contrast with above metaphor; ambiguity created in reading of scheme

Section 5 deals with *Pay*, and, as such, is not a major part of this study; however, a number of discourse features which appear in this section can be seen to mirror that of other sections. Thus, the opening paragraph (*ibid*: 5.1) makes use of a paratactic list (‘recruit, retain and motivate’) to emphasise the necessity for a new salary structure; positive lexical choice is made to describe the effect of an improved structure on teaching and management (‘promote and reward’); and categorical modality is employed throughout in making its recommendations. Authority is gained by reference to studies commissioned by bodies including the Committee itself into the relative value of teachers’ pay (*ibid*: 5.7, 5.10 and 5.16). Statistics occur throughout this section, predictably given the content; in this particular section the language of the economic field is used in context. Key words such as ‘collegiality’ (*ibid*: 5.30) and ‘flexibility’ (*ibid*: 5.37) appear in describing the possible benefits of the proposed changes (Table 4.8):

Table 4.8: Discourse of Section 5, the Report

Discourse Technique	Effect
Paratactic list	List of verbs emphasises need for change
Positive lexical choice	Expected effect of proposals shown by positive word choice
Categorical modality	Report's commitment to recommendations clear; authoritative tone employed
Key words	Collegiality and flexibility pointed up

Conditions of service is the title of Section 6 and it contains a number of recommendations which are directly applicable to the specifics of CPD and the wider nature of professionalism. The opening paragraph provides an example of over-wording with 'profession' or 'professional' used four times, twice in the opening sentence, thus demonstrating a strong ideological commitment to the concept (*ibid*: 6.1) as would be expected given the commitment throughout the Report to this idea.

The duty incumbent on teachers by dint of their chosen profession is highlighted by the use of the declarative mood ('...they must be expected to...') which allows for no discussion of the idea. This professionalism is, however, in danger of being undermined according to the Report (*ibid*: 6.2) if workload is onerous. The repeated use of the word 'burden' is obviously intended to convey such a load, and the need for change. Pejorative language is used to outline the negative effect of the existing attempts to restrict increased workload: 'complexity', 'rigidity' and 'prescription' (*ibid*: 6.2 and 6.3). At 6.5 the nature of the Committee as a listening body is emphasised by the use of pronouns: teachers gave evidence to 'us' and 'we' believe that overly prescriptive conditions of service undermines the professionalism of teachers. Thus there is a reminder of the level of consultation which went into the Report, which serves to add weight to its opinions. 'Flexibility' is a key word in the document, often juxtaposed, as it is again at 6.10, with the idea of meeting and adapting to change. This paragraph uses the word 'change' four times, each being an example of nominalisation, rendering the idea inevitable and thus requiring reaction ('...great deal of change...more change...such change...any changes...'). The recommended course of action is for more flexible conditions of service, consisting of 'broad descriptions' (*ibid*: 6.15) of duties, as detailed at 6.12 and

6.13. One possible danger of listing the assigned duties of teacher and Principal Teacher, albeit having employed the phrase ‘should include’ to avoid a prescriptive list (*ibid*: 6.12 and 6.13), is that it does create prescription, particularly when it is fairly detailed. Thus, in recommending a less prescriptive arrangement for detailing conditions of service, the authors of the Report are in danger of replicating some degree of prescription. 6.14 refers to the list of duties as ‘responsibilities’, the connotations of which are more positive than those of ‘duties’, especially when linked with the idea of ‘rights’ as is the case here. The following argument is stated in a categorical modality: while all teachers have responsibilities, these ‘must’ be balanced by rights. This is a key idea, but one which is open to question: if the ‘right’ of a teacher to an aspect of the ‘enabling framework’ suggested in this paragraph has been compromised in some way, perhaps because the line manager has been absent and has not consulted on a particular area of time management, is there automatic redress in terms of ‘responsibility’? The opposing condition of having a right is not having a right; instead, the Report would seem to suggest that the opposite is having a responsibility. A teacher either has a right to high quality CPD or does not have that right; this should not be dependent on whether ‘appropriate CPD’ is undertaken by that individual. The two words are easily used together, perhaps because of their alliterative quality. Such usage can lead to an unquestioning acceptance of a position, and in this case can have the unintended effect of equating teachers’ employment rights merely to an element in a balancing act with professional duties, leading to a petty or bean-counting attitude to particular responsibilities; an attitude which runs contrary to the professional trust for which this section strove to argue (*ibid*: 6.23).

Lexical selection throughout the Report implies a sympathetic attitude to particular aspects of existing working conditions: the adjectives used in 6.16 are examples of this, with teaching being described as ‘demanding’, ‘stressful’, ‘intense’ and ‘sustained’. The point is made that comparisons with other professions are ‘invidious’, which is a useful tactic in avoiding any need for such comparisons.

There are a number of points in this section where CPD is collocated with words such as ‘high-quality’ (*ibid*: 6.14) or ‘relevant’ (*ibid*: 6.39). This usage not only specifies the kind of CPD envisaged by the Report but implicitly criticises what was available at the time of writing (Table 4.9):

Table 4.9: Discourse of Section 6, the Report

Discourse Technique	Effect
Overwording	Strong commitment to idea of professionalism
Declarative mood	Used to emphasise duty incumbent on professionals
Pejorative lexical choice	‘Burden’ used twice to describe effect of workload on professionalism of teachers; negative words used to describe existing situation
Voice	‘We’ and ‘us’ used to highlight opinions and actions of members of Committee
Key words	Key word ‘flexibility’ used here in opposition to existing situation
Nominalisation	Change portrayed as inevitable and therefore requiring urgent reaction
Equivalence	Rights and responsibilities related, creating a balance; a false equivalence
Listing	Listing used in order to give examples of teacher’s duties
Lexical choice	Word choice creates sympathetic tone in introducing contentious topic of workload
Collocation	‘Quality CPD’ is a collocation which appears throughout Report; used here as contrast to existing situation

Section 7 is entitled *Ensuring quality* and begins by restating the Report’s earlier recommendations in terms of ‘developing and supporting the quality’ of the profession, as it seeks ways to ‘reward and recognise excellence’. The positive word choice, including the use of the key word ‘excellence’, is in keeping with much of what has gone before. However, paragraph 7.3 brings in the idea of performance review which the Report claims is necessary if the recommended measures are to be successful. Although the positives of such review meetings are outlined, the authors of the Report are obviously aware of the suspicion which might be evoked, and do their best to counter this at 7.4. By comparing teachers to other professions- despite the earlier comment about such comparisons- the case is made that review systems can be beneficial. The reference to the public as ‘parents and taxpayers’ (*ibid*: 7.4) is rather more problematic, attempting to create an equivalence between how teaching standards and management are perceived from economic and educational viewpoints. Recontextualised language is apparent in this section with ‘performance management’ (*ibid*: 7.5) and ‘under-performance’ (*ibid*: 7.11) being two particularly uncomfortable examples of the language of business in an

educational context. Performance or under-performance is a slippery concept in relation to teaching, and little attempt is made to define it. Linking the review process to CPD, as happens at 7.9, further reinforces the problematic idea that the right to CPD is in some way dependent on ‘performance’ and could lead to a hostile or at least suspicious view of the way in which the CPD process is managed (Table 4.10):

Table 4.10: Discourse of Section 7, the Report

Discourse Technique	Effect
Recontextualisation	Use of terms such as ‘performance’ and ‘under-performance’ in educational context evokes language of economic field; open to suspicion and hostile interpretation

Section 8, *Future negotiating mechanism*, is notable for the negative lexical choice which emphasises the ‘failure’ of the previous system of negotiation; as was noted above, the then SJNC had been disbanded by the Scottish Secretary. In arguing the case for a new approach, the Report’s authors reject local bargaining, index-linking or the creation of a review body. Instead, the Report calls for the introduction of a national bargaining committee to decide on pay, with local negotiation on a range of issues. The Committee uses categorical modality and declarative mood, thus demonstrating its commitment to its proposals. When combined with the negative word choice in describing the existing situation and the possible effects of the options dismissed, the effect of this modality is to make the acceptance of the recommendations seem extremely necessary:

Table 4.11: Discourse of Section 8, the Report

Discourse Technique	Effect
Pejorative lexical choice	‘failed’ used to describe previous situation; emphasises need to address problem with urgency
Categorical modality and declarative mood	Strong level of commitment indicated to Committee’s own recommendations by chosen mood and modality

The final section, *Costs, savings and next steps*, deals with specific costings of a number of the Report’s proposals, but does not do so in the case of additional CPD. This is not an oversight- it is specifically pointed up at 9.5. The lack of costing could be a recognition of a more flexible view of what constitutes CPD, not all of which would have cost implications; a realisation that there might be budgetary savings if CPD happened

outwith the school day or year (*ibid*: 9.6); or on the other hand could be a reflection of the fact that increased provision of CPD across the profession would have huge financial implications which would perhaps dominate media coverage of the Report were these to be stipulated. Individual choices over, for example, engagement with Chartered Teacher programmes (*ibid*: 9.2), could not easily be predicted, as indeed turned out to be the case. Costs are recognised as ‘significant’ (*ibid*: 9.6) but are contrasted with the possible savings which particular proposals might lead to, including the reduction in need for cover if more flexible attitudes to CPD prevailed.

In attempting to sum up the hoped for benefits of key ideas such as ‘flexibility, collegiality and CPD’ (*ibid*: 9.7), the tensions which exist throughout the Report come to the fore. While on the one hand these benefits relate directly to working conditions in ‘reducing stress and managing workload’ (*ibid*: 9.8), on the other ‘raising standards and ensuring quality’ (*ibid*) are mentioned as resulting from the changes. These ideas are not in themselves mutually exclusive, but a situation could easily be envisaged where they might be, particularly where a ‘standards agenda’ vigorously pursued could have implications for both stress and workload of an individual. The presupposition here (*ibid*: 9.7-8) is the key discourse feature in this section and the categorical modality in which it is written emphasises the Report’s clear commitment to the idea that the proposals will improve teaching and learning, raise attainment, and reduce stress (Table 4.12):

Table 4.12: Discourse of Section 9, the Report

Discourse Technique	Effect
Presupposition	Claims made in relation to effects of proposals on teaching and learning, attainment and stress.
Categorical modality	Commitment to above claims clear as result of modality

It is in such inconsistencies and ambivalences that tensions can be seen between professionalism and standards at the heart of the McCrone Committee’s Report; tensions which reappear in the Agreement and resultant documentation, and have on-going implications for the uptake of particular CPD opportunities. The failures to reconcile these tensions, and to address the fundamental disquiet at the implications for

professionalism in a standards-based approach to CPD, are major disincentives to participation in CPD.

The discourse of the Agreement (2001a) contains significant differences from, similarities to, and intensification of that of the Report. The title, *A teaching profession for the 21st century*, remains the same, while the sub title, *Agreement reached following recommendations made in the McCrone Report*, emphasises the aspect of ‘agreement’ which is one of the key words used in the document, while also containing an inter-textual reference to the Report, emphasising its origins.

The brief *Introduction* (2001a: 2) is notable for the profusion of key words, each of which has particular connotations which resonate throughout the Agreement. In just over 250 words, ‘agreement’ appears five times, making it the most prevalent of the key words and coming close to over-wording. The authors are keen to emphasise that this is the result of a process of dialogue and discussion between employers, teaching union representatives and the Scottish Executive, thus strengthening the conclusions reached and contrasting starkly with the previous situation and the threats of disbanding the SNJC.

‘Shared’ is a second and related key word which is used three times in this part of the document, again placing emphasis on its tripartite nature and ensuring that the repeated pronoun, ‘we’, is seen as including members of all three sides of the process. Much stress is laid on the process as opposed to its hoped for benefits at this stage in the document.

There are eight sentences in the *Introduction*, five of which deal with the process of negotiation, how it operated, what marked it out as unusual and how it will be used as a model in the future. The remaining three sentences, each of which makes reference to the hoped for resultant improvement in professional conditions of service and pay, also refer to the process of agreement, stressing the centrality of this concept. In two sentences, the successful process is described as ‘unique’. In contrast, the word ‘professional’ appears only on two occasions in the *Introduction*, each time collocated with ‘conditions of service’, ensuring a very specific reading of the adjective, as opposed to the wider use and proliferation of the word seen in the Report’s *Introduction*. Certainly, there is use here of positive word choice which indicates a sympathetic view of teachers’ conditions (‘deserve’, ‘highly regarded’ and ‘confident’), but this aspect is somewhat subsumed by the description of the process of Agreement. The *Introduction* concludes with a

presupposition that putting the Agreement in place will lead to an improved education system ('world class') which will lead to equipping children for the '21st century': a climactic and rhetorical ending which again puts pressure on the reader to accept the recommendations for the greater good of society (Table 4.13):

Table 4.13: Discourse of the Introduction to the Agreement

Discourse technique	Effect
Key words	Repeated use of 'agreement' and 'shared' puts emphasis on collective approach to decision making
Overwording	Key word, 'agreement', repeated; use shows intense commitment to idea
Pronouns	'We' refers to members of Group, stressing tripartite nature of Agreement
Collocation	'Professional' used twice in section; collocated with 'conditions of service', affording particular and narrow reading to word
Presupposition	Link between Agreement's recommendations and world class education service ends section on rhetorical high note

Background consists of a bullet-pointed outline of the Agreement in its historical context. This rather stark format nevertheless picks up and carries forward some of the key ideas of the Introduction: 'shared' is used twice to reinforce this aspect of the process, and the Agreement is again described as 'unique' which privileges it above previous settlements (*ibid*: 3). A sense of urgency carries forward from the *Introduction* ('the timetable...was tight') and this is reinforced by the bullet-pointed list of tasks which the Group had to carry out, listed in the infinitive ('To examine...To consider...To agree...To make recommendations...'). Five further bullet-points are used to summarise 'shared agreement' on what are termed 'critical areas' that underpinned the Agreement. The effect is to make all five appear equally valid and important, thus presupposing that all five must be accepted. However, not all five can be viewed as uncontested or indeed central to the Agreement. The ideas that teachers play a central role in the quality of learning in a school, that the existing conditions of service are no longer appropriate, and that teachers are 'committed and talented professionals' (*ibid*) are unlikely to be contested by any of the parties in the process and follow on from the views expressed in the Report. The assertion that the work of the Group must be carried out within the framework of social inclusion is much more contentious, reflecting as it does one of the

key policies of the Scottish Executive at the time and which was recognised as bringing heavy demands in the original Report (2000: 2). Similarly, the final assertion that this Agreement represents a ‘unique’ opportunity to address the problem of improving conditions of service might be seen as somewhat hyperbolic. This final statement also sets up equivalences through the use of a list between the concepts of ‘teachers’ esteem, professional autonomy and public accountability’ (2001a: 3) as the areas which needed to be addressed, privileging the third of these aspects in a way which was not the case in the original Report. The introduction and privileging of accountability compromises the very professionalism which the Agreement professes to enhance (Table 4.14):

Table 4.14: Discourse of Background, the Agreement

Discourse Technique	Effect
Key words	‘Shared’ aspect of Agreement again emphasised
Bullet points	Bullet points reduce need for lengthy explanations; use sets up equivalences
Verbs in infinitive	Repeated use of infinitive in outlining work of Group adds to sense of urgency
Hyperbole	Use of adjective ‘unique’ exaggerates need for acceptance
Equivalence	List sets up equivalences between three aspects of Group’s work

The Agreement itself follows and is broken down into five short sections, the first of which is entitled *Career Structure*. This section contrasts with a more detailed exposition of this aspect in the Report, and is dominated by a table which outlines the new structure. This is described as ‘improved and simplified’; an equivalence which seems to assume that simplicity will necessitate an improvement, although the disappearance of Assistant Principal, Senior and Assistant Head Teachers was not uncontested following implementation in August 2003. The failure to follow the Report’s recommendations in terms of the ACT proposal is not commented on or expanded upon. Indeed, the vagueness with which the CT grade is outlined (*ibid*: 5) is a notable feature of this element of the Agreement. One might have supposed that the only new grade in the structure might have been afforded more extended description at this point; instead we are told that ‘details...have still to be fully developed’ (*ibid*), an approach which can perhaps be seen as contributing to a slow take up of the scheme from the outset. In an educational landscape, the use of a ‘job-sizing’ exercise can be seen as an example of

recontextualisation, given the unfamiliarity of this method of determining salary placement. It is also an example of nominalisation in that the process ('a job sizing exercise') has become a noun, albeit with a rather vague definition. The adjectives 'fair' and 'transparent' are used both in the context of the pay structure and the job sizing exercise (*ibid*: 4 and 5), attempting to allay any potential criticism (Table 4.15).

Table 4.15: Discourse of Section 1, the Agreement

Discourse technique	Effect
Equivalence	Equivalence set up between 'improved' and 'simplified' suggesting that improvement is dependent upon simplification
Obfuscation	Deliberate vagueness about details of the CT; fails to explain why ACT status recommendation not included
Nominalisation	'A job sizing exercise' is represented as a noun, making idea more concrete
Key words	'Fair' and 'transparent' repeated, emphasising that both values will be adhered to in implementation

The second section of the Agreement deals with *Conditions of Service* and is prefaced with three paragraphs which are dominated by key words, a significant example of nominalisation and of equivalence, and a metaphor which stands out in the midst of more literal language. The verb 'agree' is again key as it was in the previous section, appearing in one form or another on five occasions (*ibid*: 6). Again, the effect is to emphasise the fact that the various parties involved have come to a joint conclusion, making acceptance, by union members, more attractive. The idea of agreement is linked to the word 'consensus' which is used twice in these three paragraphs, collocated on the first occasion with the word 'emerging'. This gives an impression of a process which is underway without agency and which is then further justified by referring to it as 'this consensus' in the following sentence, exemplified by the 'agreement'. An example of nominalisation also occurs in this preface and has the effect of rendering the process of 'change' inevitable and inexorable. However, by collocating 'change' with 'manage' the Report's authors imply that the Agreement can be a vehicle for keeping control of an otherwise worrying prospect. This idea is repeated at 2.3 (*ibid*: 7), again emphasising the necessity for the Agreement to be implemented. The metaphorical concept of the teacher at the 'heart' of teaching and children at the 'heart' of learning appears and is used to

emphasise the importance of teachers. The connotations are of something vital to existence and the persuasive implication is that if the Agreement places teachers at the centre of the system then this is unique to this proposed framework. The effect of the metaphor is compounded by juxtaposing it with the idea that the new framework ‘promotes professionalism’. The preface to this section is also notable for the equivalence between ‘rights and obligations’, echoing that between ‘rights and responsibilities’ discussed earlier. The detail which one might expect in this part of the document does not appear; instead we are directed to Annex B for the revised list of teacher duties which, we are reminded, is not to be considered as ‘prescriptive’.³⁹ Paragraph 2.5 (*ibid*: 8-9) deals with CPD and the working year, beginning with a categorical statement of the continuation of the 195-day working year, and indicating a rejection of the Report’s recommendation of an extra five working days being added. As with the recommendation on ACT status, there is no explanation for the rejection of the recommendation and the categorical modality (‘will continue to be 195 days’) highlights strong commitment to this position.

Collocation of ‘professional’ with ‘expertise’ (*ibid*:8) suggests that such expertise is part of being professional and as such requires to be kept up to a certain standard through continuing professional development. However, these ideas are also juxtaposed with the words ‘an agreed programme (of CPD)’ which, it could be argued, compromises professional autonomy to a degree; while ‘agreed’ as has been seen is a key word of the Agreement and suggests a collegial approach, ‘programme’ has connotations of something rather more mechanistic, a concept which is picked up in a subsequent bullet point in the same paragraph with the phrases ‘an annual CPD plan agreed’ and ‘required to maintain an individual... record’ (*ibid*: 9). There is a tension inherent in both these phrases with professional autonomy represented by the words ‘agreed’ and ‘individual’ and more managerial concerns suggested by ‘annual plan’, ‘required’, ‘maintain’ and ‘record’. The use of the latter, while not necessarily bringing about open resistance to implementation of CPD planning and recording, is not entirely unproblematic. Another phrase which has the potential for wide and contested interpretation is ‘an appropriate

³⁹ ‘Annex B’ became a well used expression in the months and years following the publication of the Agreement, as negotiations opened at school and local level over contentious aspects of the detail.

balance’ when referring (*ibid*: 8) to the make up of the additional contractual 35 hours of CPD. There is no indication of who will determine what constitutes appropriateness, although the factors involved (‘assessment of individual need’ and ‘school, local and national priorities’) are listed. The order of listing, with individual coming first and national last, might perhaps indicate a privileging of individual needs; in reality, national priorities would usually take precedence (Table 4.16).

Table 4.16: Discourse of Section 2, the Agreement

Discourse Technique	Effect
Key word	‘Agree’ and variants are key ideas in section; this aspect of negotiations stressed, limiting idea of resistance
Equivalence	Difference between rights and obligations diminished by using an equivalence
Nominalisation	Change represented as an inevitable process which needs to be managed; implication that the Agreement will advance this
Metaphoric language	Metaphor of heart used twice; suggests that Agreement enhances importance of teaching profession
Categorical modality	Controversial suggestion of extending working year not discussed
Juxtaposition	Concepts of professional autonomy and managerialism appear side by side, creating a tension in discourse
Lack of agency	Agency obfuscated in contentious concepts-‘emerging consensus’ and ‘balance’ of 35 hours CPD

The following section, *Pay*, is dominated as might be expected by scales, tables and figures expressed as percentages. The discourse of this section is not as rich in terms of interpretation as that elsewhere in the document. However, it is interesting to note that each of the first four paragraphs (*ibid*: 10) begins with the words:

Existing...teachers will receive a 10% increase from 1 April 2001

with the ellipsis in each case filled by a particular status. By use of repetition and parallel sentence structure, the message of this section becomes the 10% and subsequent pay rises, with more contentious elements such as ‘job sizing’, conservation and transitional arrangements coming later in the section with less prominence (Table 4.17).

Table 4.17: Discourse of Section 3, the Agreement

Discourse Technique	Effect
Repetition	Key phrase ('existing teachers...10% pay rise') repeated putting emphasis on this particular concept
Parallel structure	Paragraphs open with almost identical structure, further emphasising ideas contained therein

Section Four is entitled *Developing and Supporting the Profession*, a section which appeared earlier in the Report, immediately following the economic background. The different order of sections in the Agreement and the Report reflects different priorities in terms of the messages which the authors wished to highlight. While the Report concentrated on a profession under pressure and the ways in which that pressure could be alleviated, the chapter order of the Agreement highlights changes to career structure, conditions of service and pay.⁴⁰

The introductory paragraph in this section makes an equivalence between developing and supporting, intensifying the idea contained in the title. Any differences between the two ideas are thus minimised. Thus support is predicated on development and vice versa. CPD is certainly portrayed as a benefit in this paragraph, being described as an 'opportunity', access to which has been 'enhanced'. The positive effect of this lexical choice is enhanced by juxtaposing the improved opportunity for CPD with the promise to minimise the occasions on which teachers would be obliged to carry out non-teaching duties, thereby suggesting a causal link between the two. The pronoun 'we' is used exclusively to refer to the intention of the Implementation Group in relation to professional development and support staff arrangements.⁴¹

⁴⁰ Another Annex, this time Annex E, is related to this section, thus removing operational detail from the text at this point, allowing a concentration on the rationale.

⁴¹ The membership of the Group, detailed on page 24 of the Agreement, reflects the tripartite nature of its make up.

‘Profession’ and its variants are key ideas here and appearing six times, with the abbreviation ‘CPD’ appearing a further eleven times in the two-page section (*ibid*: 17-18), showing strong authorial commitment to the value of CPD.

Included in the sub section entitled *Professional Development* (*ibid*: 17) are brief summaries of the necessary steps to ensure that such development is to be undertaken by all. The modality at first reading seems inconsistent, but it is important to remember the remit of the Implementation Group; some elements of their proposals fall under the auspices of the Scottish Executive and this explains the apparently modulated commitment to the review of initial teacher education and new probationer contract suggested (‘There should be a review...’ and ‘should be guaranteed...’ (*ibid*: 17). On the other hand, categorical modality is used in statements about the nature of CPD, the responsibility of employers and teachers in relation to CPD, and details of the CT programme.

Another equivalence is made between ‘accessible and applicable’ (*ibid*) in describing the relationship of CPD to every teacher. The equivalence implies that there is a similarity in these concepts; in reality, applicability is related to an obligation while access is related to the right to CPD. The applicability element is fore-grounded elsewhere in the sub-section by phrases such as ‘commitment to CPD’, ‘responsibility to undertake a programme’ and ‘maintaining a personal record’ (*ibid*), all of which suggest accountability rather than professional autonomy.

In relation to the provision of extra support staff, two phrases in particular stand out: in reference to Annex E, the adverbial phrases ‘should not be routinely carried out by teachers’ and ‘would generally be undertaken by support staff’ (*ibid*: 18) modulate the level of commitment to allowing teachers’ skills to be used elsewhere, leaving room for manoeuvre. Such elements of discourse can send out mixed messages, leaving possible resistance or disagreement a possibility (Table 4.18):

Table 4.18: Discourse of Section 4, the Agreement

Discourse Technique	Effect
Equivalence	Differences between ‘developing and supporting’ and ‘accessible and applicable’ minimised by use of equivalence
Voice	‘We’ used exclusively, indicative of Group membership
Positive lexical choice	CPD portrayed as attractive opportunity
Juxtaposition	Enhanced opportunities for CPD juxtaposed with minimised non-teaching activities
Key word	‘Professional’ as key word, indicating commitment to concept
Parallel structure	Teachers’ responsibility and employers’ responsibility linked
Modality	Modality inconsistent, but explained by Group’s remit
Adverbial phrases	‘Generally be undertaken’ and ‘not be routinely carried out’ used to reduce level of commitment to division of duties

The final section of this part of the Agreement, Section 5, is entitled *Future Negotiating Machinery*, and is again dominated by use of the key word ‘agreement’ and its variants, occurring sixteen times in this two page part of the document. The effect of this proliferation is to place emphasis on the importance of the concept, and this is reinforced by use of parallel sentence structure introducing three of the four paragraphs which detail the new negotiating machinery and read ‘Agreement has been reached...’ (*ibid*: 19). ‘Negotiating’ is used twelve times in the section, emphasising the break with the past when teaching staff were represented on consultative committees whose deliberations were not binding. That these new bodies will be able to take decisions at authority level is emphasised by the repetition of ‘local’ as opposed to ‘national’, indicating devolution to these bodies.

The national body is described as ‘tripartite’ and ‘operating on the basis of consensus’ (*ibid*: 19 and 20), both key ideas from earlier sections.

The agreed constitution of the national body, a summary of the devolved arrangements, and a framework for a local agreement are provided at Annex F, G and H, again meaning that operational details can be omitted from the rationale section (Table 4.19).

Table 4.19: Discourse of Section 5, the Agreement

Discourse Technique	Effect
Key words	‘Agreement’ highlights shared decision making; ‘Local’ emphasises importance of devolved role; ‘Negotiating’ emphasises role of national and local bodies; ‘Tripartite’ and ‘consensus’ reinforce elements of process
Parallel structure	‘Agreement has been reached...’ repeated to reinforce process

The next section of the document is entitled *Timetable for Implementation* and provides year-by-year bullet-pointed targets for national, local, school and individual implementation, including CPD arrangements (*ibid*: 21).

This is followed by *Further Work Required*, an outline of areas of work which needed to be undertaken by the new Scottish Negotiating Committee for Teachers (SNCT) and the Scottish Executive. The degree of commitment to each of these suggestions is shown through lexical choice, ranging from ‘further dialogue’ on the proposed winding down scheme (*ibid*: 22), to ‘give consideration to’ the introduction of PTs in the primary sector, and ‘will carry out work on’ staff development review, reflecting perceived need and urgency of implementation. CPD matters are privileged by this modality (Table 4.20).

Table 4.20: Discourse of ‘Further Work’, the Agreement

Discourse Technique	Effect
Modality	Varied degrees of commitment indicated through word choice in outlining further work required; CPD and staff review privileged

The Agreement itself is followed by a number of appendices, Annex A- H, some of which have entered the post-Teachers’ Agreement educational vocabulary. Annex B, *Outline of Teacher Duties*, is notable in terms of this study for the lists of duties for teachers and CTs, PTs, Headteachers and Deputes, including:

undertaking appropriate and agreed continuing professional development”(*ibid*: 25)

for teachers and CTs, and:

reviewing the CPD needs, career development and performance of colleagues (*ibid*)

for PTs. Both of these statements include some of the more contentious concepts of the Agreement; the first, by equivalence, implying that agreement and appropriateness are linked; the second, by juxtaposition, including the ‘performance of colleagues’ along with CPD needs and career development in the list of review areas for which PTs are responsible. By stark contrast, the responsibility of Headteachers is simply to ‘promote’ CPD and to ‘ensure’ that all staff have their annual review of ‘staff development needs’ (*ibid*: 26). There is no reference to performance, and only positive lexical choice is used in detailing this particular duty.

Such tensions are continued in Annex D, the *Code of Practice on Working Time Arrangements for Teachers*, where repeated references to ‘rights and responsibilities’ and ‘rights and obligations’ (*ibid*: 28) set up equivalences between these concepts, minimising the inherent differences, particularly in terms of school development planning and other collective activities. Professional review and development and continuous professional development are both included in the list of activities for which school agreement will be required, although ‘establishment, local and national agreements’ (*ibid*) will require to be accommodated, thus limiting the input of individuals from the outset. In terms of the ‘prioritisation of tasks’ (*ibid*: 29) individual teachers will ‘use their professional judgement’ while taking account of ‘objectives at school, local authority and national levels’, again compromising professional autonomy. This tension can be seen in the final paragraph of Annex D in relation to CPD, where words and phrases such as ‘plan’, ‘agreed annually with their line manager’ and ‘required to maintain’ arguably compromise professional autonomy, despite the key word ‘professional’ appearing five times in this ten-line paragraph, twice collocated with ‘commitment’.

The final three appendices, Annex F, G and H, make clear which aspects of staff development are the remit of the national and the local negotiating bodies, the ‘framework’ and the ‘arrangements’ respectively (*ibid*: 31, 34 and 37). Key words and phrases such as ‘professional’, ‘highly motivated’ and ‘quality education service’ are repeated in Annex G, in describing the scope of the committee (*ibid*: 32), highlighting the objectives of the Report and the Agreement, and equating the enhanced professional status which the Agreement will bring with an improved service (Table 4.21).

Table 4.21: Discourse of Annex A-H, the Agreement

Discourse Technique	Effect
List	Items appearing in list perceived to have similar importance
Equivalence	Equivalence made between CPD, career development and performance; otherwise contentious concepts linked
Juxtaposition	Professionalism juxtaposed with restricted professional autonomy
Key words	‘Professional’ proliferates in appendices, reinforcing importance of concept

The Report (2000) and the Agreement (2001a) are the two key documents in terms of establishing the post-McCrone era discourse, particularly in terms of CPD, and, as would be expected, much of this discourse is carried into the key documents on CPD and PRD which were subsequently published by the Scottish Executive. Intertextuality is a key feature of *Professional Review and Development* (2003a), with quotations from, and references to, the Agreement (2001a) proliferating. The use of such quotations and references (2003a: 3) not only puts the document into the context of the Agreement, it also gives the framework the authority of having arisen from the tripartite McCrone process.

A similar rationale (2003a: 4) is given for the need to address teacher development as that used in the original Report. The concept of ‘change’ is intensified by the use of the adjective ‘rapid’, and is applied to both to curriculum content and pedagogy. Just as in the earlier documentation, change is portrayed as a process, without agency, making it appear a vague and perhaps more threatening concept.

The *Introduction* continues to mirror the approach of the Agreement in making an equivalence between individual needs, school, local authority and national priorities in terms of identifying where ‘training needs’ might be identified. The modality in describing arrangements for individual needs is qualified by the phrases ‘so far as possible’ and ‘within available resources’, implying that such individual ‘professional development needs’ will be secondary.

The fourth paragraph of the *Introduction* contains more controversial ideas, and it is important to note the way in which these have been handled. First, the effect of the

statement that PRD is ‘one of a wide range of quality assurance strategies’ available to schools is modulated slightly by the use of ‘one of a wide range’, suggesting that this will not be used in isolation. Nevertheless, the quality agenda, and its use in this context, remains a contested concept, and not one that was highlighted in the Agreement. In addition, there are a number of presuppositions in the paragraph, leading from the initial categorical statement; these presuppositions are that PRD as a quality assurance strategy is ‘central to raising achievement’; it ‘leads to job satisfaction...and better ... management’; it brings about ‘practical improvements in the classroom’; and it benefits ‘the whole of the education service’ (*ibid*). These ideas are to be taken as read, and, together, make a weighty case for the acceptance of the outlined framework.

Positive lexical choice is a feature of the bullet-pointed list which follows with the arrangements being denoted as ‘simple’, ‘clear’, ‘effective’ and carried out in a ‘coherent and progressive’ way (*ibid*:5).

Much of the remainder of the document consists of suggested formats for CPD profiles, and exemplars for other parts of the process. A list of possible activities is described as ‘illustrative’ rather than ‘exhaustive’ (*ibid*: 7), although, as a very lengthy list containing seventeen suggestions, it would in reality be difficult to add much to the list. These possibilities range from the more traditional (‘attendance at in-service’) to a wider (‘lesson observation and analysis’) interpretation of what constitutes CPD.

The provision of three exemplars for self evaluation allows from some changes in mood from declarative to interrogative with Exemplar One (*ibid*: 13) being composed of questions which can then be answered by the individual teacher. These questions are formed in the first person, which sits uneasily with the rest of the document, and with the use of very simplistic language (‘How can I work better with SfL staff?’) lends a somewhat patronising tone. By contrast, Exemplar Two makes reference to Kolb’s Learning Cycle, albeit without citing much in the way of background or context, thus taking a more theoretical approach. The third exemplar is founded in the key areas from *How good is our school?* and consequently draws its discourse from this document. Finally, the word ‘flexible’ is used (*ibid*: 20) with reference to the guidelines, suggesting that schools and local authorities can adapt these as necessary. A checklist is appended (*ibid*: 21) to ensure, however, that certain elements are present.

Table 4.22: Discourse of Professional Review and Development

Discourse Technique	Effect
Intertextuality	Reference to Agreement gives added authority
Nominalisation	Change represented as process which has to be addressed urgently
Modality	Categorical modality modulated to reduce commitment to personal professional development priorities
Listing	List of examples described as illustrative rather than exhaustive
Presupposition	Presuppositions made with regard to positive effects of CPD
Voice	First person suggests attempt to be inclusive while taken in conjunction with interrogative mood
Mood	Series of questions introduces interrogative mode to mirror teachers' self evaluation processes; effect rather patronising
Key word	'Flexible' introduces potential for local deviation from framework

Continuing Professional Development (2003b) also makes use of Intertextuality: referencing the PRD framework (2003a); *CPD for Educational Leaders* (2003c); the Agreement (2001a); and a number of specific documents and websites relating to CT, SfH and ITE. The effect of this feature is twofold: primarily it gives evidence of the applicability of CPD to all teachers, whatever their status, and, second, provides a context for the questions that follow.

The remainder of the document is composed of a series of CPD 'Questions and Answers' (2003b: 7-15). The effect of the interrogative mode can be to mirror genuine questions about a new system such as this; however, as was seen earlier in relation to Exemplar Two in *Professional Review and Development* (2003a:13), when combined with the first person ('What will I have to do?'), the effect can be over simplistic and patronising. It can also have the unintentional effect of implying a complete lack of knowledge in the reader, which, given a professional readership, can lead to disengagement or even resistance, particularly with the lack of theoretical context in this particular document.

There is an obvious tension between a document which outlines a process of professional growth and a discourse which simplifies the process to a series of questions such as 'What's in it for me?' (2003b:7). Most of the questions relate specifically to the Agreement and its implications for CPD, although some have a wider application. This is indicative of an intended audience of teachers who have specific detailed questions about the scheme rather than those wishing to interrogate the theory of CPD. While the specific

questions such as ‘What records will I have to keep?’ have answers which are drawn from the Agreement and PRD framework, the answers to the wider questions echo some of the presuppositions mentioned earlier. (Table 4.23)

Table 4.23: Discourse of Professional Review and Development

Discourse Technique	Effect
Intertextuality	Provides context for questions set and answered
Interrogative mood	Questions written as if asked by reader, attempting to replicate attitude of teacher; effect again somewhat patronising

The document *Continuing Professional Development for Educational Leaders* (2003c) opens with a quotation from the Taoist philosopher Lao-Tzu.⁴² In the context of a Scottish Executive document this quotation and its source are unexpected and are at odds with the much more prosaic language used in the rest of the document.

A particular expectation is generated by the use of this quotation of a philosophical or conceptual discussion of leadership; however, the following Context section places the paper firmly in the realm of post-McCrone landscape, with intertextual references to the PRD Guidelines (2003a). Significantly, ‘leadership’ is not placed in the political context of either Scottish or Westminster priorities, removing a possible source of hostility or at least resistance.

‘Leadership’ is a key word in this document, being differentiated clearly from ‘management’ early in the document (2003c: 5). However, the proliferation of the word ‘leader’ and its variants borders on over-wording in places, occurring seventeen times in the Framework section (2003c: 8) and demonstrating a high degree of commitment to the concept.

An example of deliberate obfuscation through the use of the passive voice is found in the second paragraph of the *Introduction*. The categorical statement points to an absolute commitment to the importance of the concept of leadership, not only in the Scottish

⁴²This quotation is also used at Columba 1400’s Leadership Academy and will be discussed further in Chapter Seven.

education system, but ‘internationally’. The reader is led therefore to agree with the premise:

Good leadership is recognised internationally as a vital factor in successful learning (*ibid*: 4).

However, on closer inspection, it is apparent that we are not told who precisely has recognised this vital factor as the agency has been removed by the use of the passive. This presupposition that ‘leadership’ is seen as ‘vital’ to ‘successful learning’ is therefore passed off as uncontentious.

A final notable feature of this particular document is the appendix of ‘Case Studies’ which seeks to apply the Framework to imagined individuals, presumably in order to help readers apply their own circumstances to programmes of CPD. The use of first names and the present tense combine to lend a simplistic tenor to this section, which is uneasily juxtaposed against the language and jargon of CPD (Table 4.24).

Table 4.24: Discourse of CPD for Educational Leaders

Discourse Technique	Effect
Quotation	Quotation from Taoist thinker adds aspirational tone to document
Key word	Key concept of ‘leadership’ emphasised throughout by over-wording
Presupposition	‘Good leadership is recognised internationally...’ stated categorically, but passive voice obfuscates agency involved
Intertextuality	Contextualises the issue of leadership within CPD landscape
Exemplification	Case Studies personalise suggested pathways, but combine simplistic language and jargon

A final example for consideration here of documentation arising from the Agreement (2001a) is a local authority PRD policy. Much of this document follows the national position in terms of procedures. In terms of discourse, it follows then, that there are similarly few differences. One of these, where the commitment of the authority to funding individual development needs is reduced by the use of the phrases ‘so far as possible’ and ‘within available resources’ (2004:3), can probably be explained by the context of a small authority with limited resources in a somewhat isolated geographical position. Thus, a pragmatic explanation can be found for the intensification of this position from the Agreement.

However, the following paragraph in the Rationale is worthy of closer analysis:

Professional Review and Development is not about identifying incompetent teachers and forms no part of competency or disciplinary procedures. It is rather a main means of ensuring that teachers are thoroughly prepared for their duties (Eilean Siar, 2004).

It is noteworthy that this paragraph begins with a negative: identifying what PRD is not before using antithesis in the second sentence to give a positive definition. There may well be some speculation as to why it was felt necessary in this particular authority to begin this definition by dismissing the idea that PRD is related to competency or disciplinary processes; after all, any well informed member of staff would have been aware that there was no such impetus in national terms. It could be concluded that a concern had been raised locally about the PRD process, perhaps as a result of previous appraisal systems. However, the effect of beginning the definition with a negation might have been to highlight the whole issue of competence unnecessarily and lead to an association between the two processes in the reader's mind; thus leading to potential resistance to the policy. Additionally, the lexical choice in the second sentence in describing teachers as being 'prepared for their duties' may also be questioned in terms of professional autonomy.

The policy provides a detailed procedure for preparing for and carrying out the review meeting, emphasising the confidentiality of the preparation document and the Profile. However, as mentioned above at Note 32, the same authority later suggested using PRD Profiles as a means of differentiating between candidates for compulsory transfer, thus suggesting that the discourse was not securely embedded in the mindset of those involved in implementing the policy, creating suspicion in the minds of teaching union members who successfully challenged this suggestion on the LNC.

Table 4.25: Discourse of Local Authority CPD policy document

Discourse Technique	Effect
Modality	Commitment to individual needs restricted by modality
Use of negative	Defining PRD in terms of what it is not unintentionally highlights possible negative reading
Key word	'Confidentiality' repeated to reassure readers who may have doubts about this aspect

Thus, at local, as at national, level, ambivalence or resistance to the policy can be seen to have grown from aspects of the original discourse and its application.

Conclusion

In attempting to equip the Scottish teaching profession for the twenty first century, the authors of the Report aimed for a more flexible and less prescriptive approach to conditions of service, including enhancing and coordinating CPD arrangements. Many of these suggestions appeared in the tri-partite Agreement, although there were significant differences between the Report and the Agreement, both in terms of arrangements and in discourse, with much less emphasis in the latter on the concept of teaching as an undervalued profession, under pressure. Research and reviews of the implementation of the Agreement suggest a gap between the intended impact of the Agreement on the profession and the reality, particularly in terms of CPD. Critical Discourse Analysis of the Agreement, and of the subsequent documentation of CPD and PRD reveals tensions throughout between managerialism and professional autonomy, or at least to a professionalism limited by an agenda of standardisation and change. These tensions as explored in Chapter Four can be seen to lead to ambivalence and even resistance on the part of staff, who have not embraced CPD and PRD arrangements universally. Six specific CPD initiatives will be now be considered in the following three chapters.

Chapter Five: The Leadership Agenda

Introduction

This section examines CPD in relation to aspects of the leadership agenda in Scotland through the Scottish Qualification for Headship (SQH) and the CT programme, situating the developments in current CPD thinking and within the standards continuum. The policy shifts which have occurred since the inception of both schemes are outlined and considered, including the introduction of the Flexible Routes to Headship (FRH) and the Review of CT and the subsequent freezing of entry to the scheme. The discourse of key documents is examined to locate underlying tensions in the developments.

While CT status was intended to relate to expert teaching, it has been situated in this leadership chapter in recognition of the connections between the two schemes and the place of both on the continuum of standards, and given the broader parameters accorded to the concept to include leadership of learning.

Scottish Qualification for Headship

Policy History

The Scottish Qualification for Headship (SQH) was piloted in 1998, following a manifesto commitment in the 1997 election to establish ‘mandatory qualifications’ for the post of head teacher as a result of the perceived importance of the post to the strength of the school (Labour Party Manifesto, 1997). As such, the SQH precedes the Teachers’ Agreement but remains relevant to this study for a number of reasons which will be outlined below.

The SQH was designed to enable participants to attain the Standard for Headship (SfH) (SOEID, 1998) which evolved from a process of collaboration and consultation, with draft documents being agreed through a development group consisting of teaching staff, education authorities, TEIs and professional associations. The potential tensions between management and leadership were successfully conflated in the Standard (Reeves *et al*, 2006) as a result of action-related tension (Kirk, 2000:57-60).

Initial implementation of the pilot project was funded by the SOEID, extending to a larger-scale intake of candidates in the following year. Following this pilot phase, and

subsequent to the transfer to a devolved Executive in Edinburgh, the SQH programme was managed by local authorities and universities in partnerships or consortia. The consortia consisted of partnerships between one or more Higher Education Institutions and a number of local authorities, and served the North, West and East of the country. Two programmes were piloted: an Accelerated Route (AR) for candidates who already had ‘extensive and successful experience of school leadership and management’ and who may have also undertaken management courses to prepare themselves for management and a Standard Route (SR) aimed at those who aspired to school leadership. As these programmes were piloted and developed, the time scales involved became standardised at one year for the AR and two years or more for the SR, leading to a Postgraduate Diploma in School Leadership awarded by the consortia (SR) or the SQH awarded by the Scottish Executive (AR).

The Framework for Educational Leaders and Continuing Professional Development for Educational Leaders were introduced in 2003, and SQH was aligned at School Leadership level.

A number of strengths were identified during the first few years of the operation of the programme (Menter *et al*, 2003) including impact on candidates, head teachers and schools as whole. However, significant criticisms were also identified, including onerous workload, cumbersome assessment procedures and the effect of individual school contexts on candidates’ chances of success; issues which continue to be debated in evaluating the project (MacBeath *et al*, 2009; McEntyre, 2009).

The document *Ambitious Excellent Schools* (SEED, 2005a) recommended that the SfH would be revised in order to ensure that it continued to reflect ‘shared leadership priorities in education’ (2005:2). Following a number of evaluations and reviews, and in the light of experience of the programme, a revised Standard for Headship was published in 2005 and revised arrangements were introduced.

Ambitious Excellent Schools (2005) also recommended that new routes to achieve the Standard for Headship to provide choice and alternatives to the SQH be provided. An ‘alternative’ route was commissioned in 2006, and developed in conjunction with five local authorities; a second cohort of four education authorities was subsequently involved, with a third cohort being launched in April 2009 as the Scottish Government

rolled out the Flexible Route for Headship (FRH) programme on a national scale. FRH was conceived as an additional pathway to the SfH, particularly responding to the perceived need for choice in delivery, differing ways of learning, and in the context of an anticipated shortfall in headteacher numbers over the coming ten years (MacBeath *et al*, 2009; OECD, 2008).

The FRH is promoted as predominantly practice-based, with a clear link to CfE, and having taken account of developments in experiential learning and varying learning styles. Coaching or mentoring is seen as key to the programme, with its potential for increasing self confidence, competence and expertise highlighted:

The overall vision of FRH is... to develop the leadership potential of aspiring headteachers with the purpose of bringing forward more high quality teachers... to undertake the head teacher role in Scotland (Teaching Scotland, 29: Spring 2009).

The FRH development is evidence of the growing influence of coaching and mentoring as a model of professional learning in Scotland in recent years.

Policy Analysis

As first envisaged, the Standard Route to achieving the SQH was a two year programme for head teachers and for those who aspired to be head teachers. There were four units to be undertaken, combining work-based learning, distance learning, taught elements, peer support and mentoring within the candidate's school. The SfH (SOEID, 1998) delineated the competences which were expected of successful candidates for the SQH, in three areas: school leadership and management; professional values, knowledge and understanding; and professional abilities, including interpersonal and intellectual capacities.

The Revised SfH (SEED, 2005) altered the balance of competences by introducing the concept of Professional Actions in addition to three so-called essential elements: strategic vision, values and aims; knowledge and understanding; and personal qualities and interpersonal skills.

A substantial school development project had to be planned, justified and taken forward and evaluated by the candidate, drawing together the skills, knowledge and understanding which the four units had covered in terms of managing teaching and learning; people,

policy and planning; and resources and finance. Thus, the theoretical areas covered in the taught units were taken forward into a practical work-based scenario.

The Accelerated Route allowed candidates to claim for prior experiential learning; a similar arrangement to the alternative route to CT, which will be discussed later in this chapter (pp 109-123).

The original intention was that, eventually, only candidates who had attained the SfH would be considered for head teachers' positions, and, indeed, some adverts for such posts reflected this aspiration, stipulating SQH status as desirable, if not essential. By 2005, *Ambitious Excellent Schools* was recommending that new and more rigorous procedures for selecting head teachers should take effect from the end of 2005, with the reminder that the Executive had mooted that meeting the SfH should be mandatory for anyone appointed to the post of headteacher from August 2005. However, a noticeable retreat from this position was seen, with many adverts not stipulating the SQH as a requirement. The suggestion of mandatory status caused concern in some quarters, as the National CPD Team's paper (2005) on Headteacher Appointment Procedures demonstrates. The report was based on a survey of practice in eleven local authorities and showed that, while all councils regarded involvement in or achievement of SQH positively, none would exclude good candidates without such a qualification. Further, there was no widespread use of the SfH itself in the selection process, although some authorities used it as an assessment tool in short listing candidates. The implications of this reluctance to embrace SQH will be considered in Chapter Eight. At this stage, it should be noted that it is quite possible to have teachers at DHT level or below who have been successful at SQH, but who have been unsuccessful at interview, or who have not been short listed for HT posts. Equally, successful HT candidates will have been appointed without the SQH qualification. This scenario points up some of the tensions which are inherent in a non-compulsory qualification. Further, the different routes offered by accelerated accreditation (which was discontinued after five years on the premise that the pool of suitably qualified staff would have been exhausted) and the two year programme also open up potential tensions; two colleagues within the same school could have arrived at the SfH by different methods. In addition, underlying doubts remain over the concept of an individual undertaking a course of development –culminating in

an academic award and possible promotion- necessarily having the positive effect on collective school improvement which would have been expected. Close attention to the discourse and language of the SQH arrangements, point up the contradictions between the autonomy implied in personal growth and the restrictions of a managerialist agenda.

CPD Contexts

The two year SQH programme combines four different methods of delivery in the four units covered, each of which is worthy of comment in the context of current CPD arrangements. These are work-based learning, distance learning, peer support and in-school mentoring.

Work-based learning is exemplified by the second and third units of the SQH which require the candidate to work on whole-school management projects, demonstrating the key functions of managing teaching, learning and people, policy and planning, and resources and finance. The core activities within these key functions are used to plan and then evaluate the school based projects. In terms of managing teaching and learning, there are two key activities: to establish systems for the delivery of effective learning and teaching and to establish processes to create and maintain the ethos and context for effective learning and teaching. The four core activities in terms of managing people cover recruitment of teaching and support staff; development of teams and individuals; planning, delegation and evaluation of the work carried out by these teams and individuals; and the creation, maintenance and enhancement of effective relationships. The two activities associated with managing policy and practice are developing school values, aims, policies and plans, and the communication of these; and developing partnerships with other bodies. Finally, the managing of resources and finances is broken down into two activities: securing and allocating resources to support effective learning and teaching; and monitoring and controlling the way these resources are used.

A whole school management project has to be planned in discussion with the HT and SMT, taking into account the demands of the school development/improvement⁴³ plan and any specific improvement agenda which may exist, for example, in the aftermath of

⁴³ The change in wording from School 'Development' to 'Improvement' Plan is itself indicative of a significant shift in discourse which would be worthy of close analysis in another study

an HMIe inspection. The plan must also be communicated to other members of staff, again with the intention of ensuring that a 'real' initiative is undertaken.

The necessity for the project to articulate with the school development/improvement plan represents the first tension which this aspect throws up. There is a clear individual element in the whole basis of an award like this, with the candidate standing to gain not merely the qualification but a potential promotion. Furthermore, the chosen project will be based on an area which reflects the interests, experience and prior expertise of the individual concerned. Tracing the process back, the decision to undertake SQH will have been the result of an individual's ambition, perhaps firmed up by discussion at an annual PRD meeting with a line manager; where the tension comes is in the close correlation of the individual's work-based learning and the context of school development.

Remembering that the original impetus of the SQH was to drive a school improvement agenda (Labour Party Manifesto, 1997), it is perhaps to be expected that school development needs have been brought into the scheme; what stands out, however, is the extent to which this can shape the individual's project. This is worth examining given the resultant influence which school managers can have over the choice of project. The tension between a managerial approach and one of personal growth is shown up in this element of the course. While a clear connection between the individual's project and the needs of the school has to be demonstrated in order to meet the demand that school improvement can be shown as a result of the project, the question arises as to the possibly undue influence which the collective need of the school could exert over the choice which the individual is able to make. Given that the very individualistic position of the 'leader' is so vital to the improvement of a school that a new qualification should be developed to nurture possible candidates, there is something contradictory about restricting the choice of project for a potential candidate. While it is fair to assert that any HT or DHT will eventually have to work within such constraints and it is certainly fair to emulate real conditions in setting up a project, there is a clear possibility that the eventual project could be driven by a particular set of needs. Any negotiation between the candidate and the HT would have to be truly collegiate in order to ensure that the outcomes of the project for both the candidate and the school were properly agreed, with

no conflict of interest intervening to constrain the strengths and interests of the candidate. A further complication can occur here if the HT is also the candidate's mentor.

In-school mentoring was selected as an effective approach for candidates on the SQH scheme, providing motivation, a listening ear, and help and advice; in short, acting as a critical friend (Simpson *et al*, 2000). In actuality, in most cases this person is the HT, and, while this can have positive effects for both parties, the possibility of constraints can also be suggested. A candidate struggling with an aspect of his or her project, either in planning or in implementation, may be less likely to discuss this with the HT. A different problem with the project could also arise through mentoring if the HT's views, methods of implementation and problem-solving are adopted, either consciously or subconsciously by the candidate, and especially if the HT's approach is flawed.

Mentoring fits into a craft or professional approach to CPD (Reeves *et al*, 2006) and is also central to the support afforded to probationer teachers under the revised arrangements brought in by the Teachers' Agreement. In essence, the 'mentor and pupil' approach to learning which inspires modern mentoring is quite different from the more managerial approach, and can be seen in the apprenticeship model in many trades and professions, although only recently appearing in the current culture of education, where the individual's professional autonomy traditionally precluded this approach. The use of the line manager as mentor could lead to undue influence on the candidate if the candidate perceives a need to please the mentor by adopting his or her professional practice. While the practice of mentoring can be seen to strengthen very good practice, the highly individual relationship between the two professionals means the effects of mentoring can be quite different in two pairs, even within the one school. The foregrounding of mentoring in the FRH, makes the issue of mentoring as a method of CPD even more significant. Davidson *et al* in their evaluation report commissioned by the Scottish Government (2008:7) include a number of recommendations for the continued use of coaching, which include spelling out clear expectations of coaches and coaching styles as part of an over-arching statement on this particular methodology (2008:7). In addition, the needs for devising a protocol for coaches, clear processes for training,

supervising and supporting coaches, and the separation of coaching and assessment in the programme are also recommended (2008:8).⁴⁴

A further tension appears to arise between the craft or professional approach represented by mentoring and the more managerial methodology which is also present in this aspect of the SQH. The improvement agenda is at the heart of the scheme, seeking as it does to provide improved leadership, having identified the role of the HT as crucial in this regard. To then go on to use mentoring in a very specific way, which privileges the school development/improvement plan in the formulation of the project in which mentoring is used, and to ensure that a very strong link is maintained between the HT- who is ultimately responsible for drawing up that plan- and the candidate, appears to establish elements of the SQH within the realm of managerialism: the development of the individual contributing to the development of the organisation.

However, this is not the full picture; indeed if it were the scheme would sit uncomfortably with other developments in Scottish education and beyond. Another key part of the two year scheme is the use of the group or cohort approach, where the individual candidate is in regular contact with a group of peers from other establishments. Vygotsky and Potter and Wetherall identify the basic need for individuals to make affiliations in the work place in order to share appropriate behaviour and reduce negative feelings such as insecurity, and there are areas in current practice in Scottish education which make specific reference to this work. However, as a result of teacher autonomy, it can be contended that schools are not particularly conducive to developing this collective culture (Joyce and Showers, 1985:6). While developments such as the growing use of peer observation and group approaches such as used in the AifL programme can be identified, attitudinal and practical change require to take place before such approaches to educational development become commonplace.

A recognition of this need for affiliations is, however, shown in the methodology of the SQH, where support is provided, not only through the mentoring scheme within the school, a university tutor, a local authority co-ordinator, and a field assessor, but also through the cohort of learners who meet regularly throughout the time frame of the

⁴⁴ Recent research (TESS, 15 July, 2011:7) suggests that while formal mentoring schemes have led to positive results, informal, spontaneous mentoring is more successful for new Head Teachers.

scheme, giving opportunities to discuss issues arising from reflection, project work and taught elements. Given that the candidate may well be undertaking a first experience of managing a whole school project, this cohort support can be vital in allowing such opportunities for open discussion. In particular, problems with aspects of the school project may be discussed with peers who are not directly engaged with the situation and will be able to afford at least a listening ear, and perhaps be able to give concrete advice in a non-judgemental way, unlike a mentor who may be also involved directly in the situation. In terms of the reflective element, the group approach is also fundamental to voicing the important elements learned from individual reflection. Thus the SQH can be seen to be embracing organisational development methodology (Schon, 1983 following Maslow, 1954) which draws together personal goals of self-fulfilment of candidates and joint endeavour for the good of the organisation. Again links can be made to the AifL approach which views the school as an organisation where people are working and learning together. This collegiate methodology can be seen in other aspects of the SQH scheme in addition to the peer group discussions. For instance, if the discussion prior to selection of the project is truly collegiate, then the whole SMT may well be involved in determining what is both conducive to the candidate's needs and those of the school. Further, in demonstrating the 'managing people' requirement of the standard, the candidate will have selected and managed a team of colleagues in driving the project forward. That project has to be seen as an initiative with real benefits for the school to avoid a perception that collective effort is not being made simply to benefit the advancement of an individual: a fundamental tension at the heart of the discussion of the value of one professional's CPD to the organisation as a whole. This tension is not merely relevant to the SQH; the lasting benefit to an organisation of any individual's development will always be a contentious point.

The funding arrangements of the SQH, unlike those of the CT, do not fall upon the individual candidate, and therefore there is not the same disincentive argument to be considered in terms of barriers to engagement. Equally, there is no guaranteed financial reward on completion as exists with the CT scheme, given the absence of a prescribed requirement for candidates to have completed the SQH before applying for head teacher posts. The coordinating and resourcing implications fall on the local authorities of the

participating candidates. An economic imperative could well decide whether or not a candidate would be supported rather than whether or not the course is the best CPD for him or her. Tensions between staff could arise in such cases, with allegations of favouritism a possibility. The need for transparency in making selections is vital to ensure such allegations cannot be sustained. The risk of linking CPD to professional enhancement or financial reward is that, as places on particular courses will nearly always be outstripped by demand, bad feeling can arise through disappointment to a much more intense degree than might be the case if the 'reward' for completion were less tangible.

A number of key questions can be identified as arising from policy analysis: most notably the possible tensions between the concepts of leadership and management as discussed in Chapter Four. In addition, the continued focus on the role of the Head teacher implied by the very existence of the Standard for Headship and the SQH could be seen as contradictory of developing paradigms of a more distributed leadership in Scottish schools. Questions surrounding the efficacy of the SQH in filling potential shortages in headteacher candidates and its contribution to the school improvement agenda are also valid, as are those relating to the effect of a lack of a mandatory stipulation for head teacher candidates to undertake the qualification. Given the development of the pilot FRH route, the rationale for the centrality of coaching and the need for flexible routes in the first place should also be considered.

Discourse Analysis of key documents is an important tool in consideration of these questions.

Discourse Analysis

The central question of what constitutes leadership and how it differs from management is one which can usefully be considered in terms of key documentation.

If we take 'leadership', 'leading' and 'lead' as one key word, and 'management', 'managing' and 'manage' as another, the Revised Standard for Headship (2005b) can be seen as attempting to ensure that these concepts are complementary rather than dichotomous. Paragraph 3.1 depicts leadership and management as two essential aspects of a successful head teacher's role, defining leadership as an action which develops:

shared vision, inspires and creates commitment and embraces risk and innovation.

Management is defined as that which:

develops systems which limit uncertainty, evens out differences, and improves consistency and predictability in delivering the service.

These definitions can be characterised as, on the one hand, a visionary and on the other a pragmatic interpretation of the two terms, which could be viewed as incompatible:

however, by the use of the “if...then” construction which introduces the definitions, an accommodation between the two rather than an opposition is allowed:

If head teachers are to be effective, they require both to lead and to manage.

In addition to creating the reconciliation between the two concepts, this construction also has the effect of making the case that such a reconciliation is essential in the practice of any headteacher wishing to be regarded as effective, thanks to the categorical modality of the second clause of the sentence, which gives authority to the claim.

Despite the document having effectively equated the importance of the two terms, numerically ‘leadership’ is privileged over ‘management’ in the document with the key word ‘lead’ (or variants) occurring thirty two times in the course of the seven pages of the document as compared to ‘manage’ (or variants) which occurs only seventeen times. In every case in which the two terms are collocated, ‘lead’ comes first, privileging it over ‘manage’. It is also significant to note that while ‘lead’ features in three of the five main areas of professional action outlined in the document, ‘manage’ only appears in one, where it comes after ‘lead’. ‘Leading’ is also used in collocation with ‘professional’(1.1) and ‘learner’ (4.1) in describing the role to which the headteacher should aspire within the school, again suggesting that ‘leadership’ is more valued than ‘management’. In many ways, this privileging of the one concept over the other is entirely to be expected, given the importance attached to the concept of ‘leadership’ both educationally and politically in recent years. The OECD Report (2007) *Improving School Leadership* and the HMIe document *Leadership for Learning* (2007b) as discussed in Chapter Three are indicative of an approach to leadership which sees this as the key role within a school. However, a

wider concept of leadership is also highlighted as important by both the OECD and the HMIE and, while this is picked up in the Standard for Headship:

(T)his includes building school capacity by developing leadership in others (3.4.2),

the fact remains that the SQH recognises leadership at one level only, that of Head Teacher. There does appear to be an underlying contradiction in an agenda which purports to espouse the concept of distributed leadership while providing a qualification and a Standard at one particular level of school organisation.

It is also significant to note the prevalence of managerial language in the Revised Standard, despite the overwording of ‘leadership’, already identified. Sitting alongside more obviously liberal concepts such as ‘vision’, ‘democratic values’ and ‘lifelong learning’ are terms such as ‘targets’, ‘monitor and evaluate’ and ‘quality assurance strategies’, all of which can be identified with the language of managerialism. The tension between the two sets of terms identified above encapsulates an over-arching tension at the heart of the programme: does it address the development of leadership or management? Indeed, what is the concept of leadership which is promoted? Davidson *et al* make an important recommendation in their Evaluation Report (2008) on the Flexible Routes to Headship Pilot:

That the pedagogy, design principles and conceptual view of leadership which make the FRH distinctive be clearly articulated for the provision of future programmes and be accessible in all programme documentation (2008:12).

A similar suggestion could usefully be applied to the SQH programme and the Revised Standard as a whole in order to clarify a contradiction at its heart pointed up by discourse. The crucial discourse elements of the Revised Standard can be summarised as follows in Table 5.1:

Table 5.1: Discourse of the Revised Standard for Headship

Aspect of Discourse	Effect
'If...then' construction	Construction accommodates leadership and management
Categorical modality	Strong commitment to the idea that both leadership and management are essential
Key words	'Leadership' (and variants) occur 32 times'; 'management' (and variants) occur 17 times, privileging leadership
Word order	'Lead' privileged over 'manage' by word order
Collocation	'Leading' used in collocation with 'professional' and 'learner'
Recontextualisation	'Targets', 'quality assurance strategies' and 'monitor and evaluate' suggest managerial reading

It is important to observe that there is a quite different emphasis in the SQH Programme Outline (2002) on management and leadership, with thirty six references to 'management' (or variants) in comparison to fourteen references to 'leadership' (or variants). In contrast to the 2005 Revised Standard, the concept of 'management' was privileged by appearing in more unit titles, although when the two words appear together, as they do on five occasions in the seven page document, 'leadership' always appears first, perhaps merely as a result of alphabetical order. Nevertheless, it was 'management' which dominated conceptually in the outline of the programme, with Managing Learning and Teaching; Managing Policy; Management Functions; managing multiple changes; Managing Change; Managing People; and Managing Performance Issues appearing as titles or in the rubric of various course areas. Significantly, leadership appears in isolation from management only once in the programme outline where the title of one course area is given as 'The Meaning of Effective School Leadership: different models of leadership...' suggesting that the place of 'leadership' as opposed to 'management' was less central to the underlying concept of the Standard and thus the SQH in its earlier realisation.

The 2002 document also privileged 'management' over 'leadership' in its summary of the Accelerated Route, referring to the need for the portfolio of evidence and commentary to show 'competence in relation to all four management functions'.

By contrast, ‘leadership’ and variants of the word predominate in literature associated with the FRH route:

The overall vision of FRH is through coaching, to develop the leadership potential of aspiring head teachers... (*Teaching Scotland*, 2009: Spring)

and quoting the evaluation carried out by a team from the University of Glasgow as commenting that:

... the programme has a significant contribution to make to the formation and development of school leaders (*ibid*).

The use of the word ‘potential’ in the former does qualify the claim made for the programme to a certain extent; however, a clear connection between undertaking the programme and attaining head teacher status is made.

The latter statement also qualifies the perceived impact of the programme slightly, as ‘contribution’- albeit a ‘significant’ one- suggests that other elements will be involved in the process. The phrase ‘school leaders’ is also notable in this comment, and could have one of two interpretations, both of which are significant in analysing the development of this particular initiative. The first is that ‘school leader’ is simply being used as synonym for, or equivalence of, ‘head teacher’. If this is the case it suggests an acceptance of an uncontested view of the headteacher as school leader, a view which seems to be common to the Revised Standard. If, on the other hand, the use of ‘school leaders’ implies a wider or distributed interpretation of leadership, then it is fair to ask why the qualification in question is aimed only at one level of school leadership.

The FRH project leader, writing in *Teaching Scotland*, also selects an indication of support from the evaluation report which includes a metaphor, pointing to just such a wide interpretation of the current concept of leadership:

...the FRH programme deserves a place in the landscape of Scottish school leader development (*Teaching Scotland*, 2009: Spring).

The metaphor of the landscape represents the development of leadership as contained in a large or wide image, possibly analogous with the clichéd idea of ‘the big picture’. In this picture, the concept of the FRH is given ‘a place’; quite clearly not the only programme in the development.

Analysis of the discourse associated with the SQH programme shows that ‘management’ has been replaced by ‘leadership’ as the central concept in the programme, although this change is not clearly explained or analysed in the documentation. The lack of a model or detailed definition of ‘leadership’ (as opposed to the cursory definitions of ‘leadership’ and ‘management’ at 3.1 in the Revised Standard) means that there is no rationale or context for the shift in terminology, which might have been expected, given the wider on-going debate about the importance of leadership in other educational and political areas. Without such a context, the proliferation of the word ‘leadership’ could be seen as mere over-wording, indicative of intense ideological preoccupation, and associated with political spin.⁴⁵

Chartered Teacher

The Teachers’ Agreement proposed an enhanced pay scale for teachers willing to undertake a programme of professional development leading to the award of Chartered Teacher status. For the first time in Scottish education, a direct link was made between acquiring particular levels of CPD and pay.

In December 2006 it was announced that the CT scheme was to be reviewed. The Review Group reported in 2008 with a number of recommendations for updating the scheme; however, the Group made clear its support for the original principle behind the CT scheme as stated in the McCrone Report (Scottish Government, 2008:8). The subsequent announcement (January 2010) by the Minister for Education that there would be a wider review of the Teachers’ Agreement including the CT scheme has meant that the recommendations of the CT Review Group have not been implemented; indeed, in advance of the publication of the McCormac Review, it was clear from submissions to the Committee that CT is a particularly contested aspect of the Teachers’ Agreement. At present, admission to the scheme has been frozen.

In terms of this study, the CT scheme merits an in-depth study for a number of reasons: first, the extent to which the work-based model of learning (Gray, 1999) has been encapsulated in the CT programme; second, the tension which may or may not exist

⁴⁵ ‘Spin’ has come to mean the manipulation of language associated with policy in order to control public perception. The term was particularly used in relation to New Labour under Tony Blair, but has increasingly been connected with all political language.

between the development of an individual and a social capital (McGonigal *et al*, 2007) or an improvement agenda, as far as these are realised in this development; and, third, the language associated with CT, particularly given its contested nature.

A specific concern with the CT programme has been the issue of cost. Unlike many other CPD programmes, CT has to be financed by the individual undertaking it. The effect of this aspect of the programme is revealing in discussing incentives and disincentives of CPD. The involvement of providers is also worthy of examination; the fact that Scotland's Universities are delivering the programme through their Faculties of Education allows for a Standards Continuum across Initial Teacher Education, the Standard for Full Registration, the CT programme and the Scottish Qualification for Headship. The involvement of one of the teaching unions is also important, indicative of an interpretation of CPD as a right rather than an obligation.

The CT programme has its origins in proposals to develop a framework of CPD in Scotland (Christie, 2008; Kirk et al, 2003). The *Standards in Scotland's Schools Act* (2000) placed professional development within the remit of the GTCS and the 'building blocks of a national CPD framework' (Boyd, 2005: 75) began to fall into place. The recommendations of the McCrone Report (2000) to recognise the contribution of the classroom teacher with the creation of two new grades of teacher (CT and ACT) were partially realised in the Teachers' Agreement (2001) with the introduction of the CT grade. Kirk et al (2003) and Kennedy (2008) detail the process by which the project proceeded through a two-part consultation exercise of stakeholders to establish the Standard for Chartered Teacher which was published in 2002 and supported by 90% of respondents (Boyd, 2005:78), 'a remarkable degree of consensus' (*ibid*). The first CT programmes were launched in 2003.

As Kennedy (2008) outlines, programmes offered by providers were accredited by the GTCS, and then published and regularly updated. Initially, two routes were approved: through accreditation for prior learning (APL) and through a programme of units and modules provided by universities; the accredited route closed for applications on 31st August 2008 as was the case with the SQH. The accredited route was originally envisioned as recognition of the fact that experienced teachers would be able to prove that they had reached the Standard for CT and would be able to provide relevant evidence

by building up a folio from their recent experience. This route was designed for teachers who had substantial experience and who had already achieved post graduate qualifications. The five year time frame allowed for such teachers to submit a claim for CT status. The rationale behind removing this route at this stage was that any experiential or prior learning would require to be updated, given that had it been carried out prior to the 2003 introduction of the CT programme, and accorded with the later decision to award Professional Recognition for a five year period (GTCS, 2007a, 2007b). The CT Group agreed that the accreditation route had met its purpose and that access to this route should close as planned, but felt that there was a need for further flexibilities within the provision, and called for the Scottish Government to explore alternative routes at 'some time in the future' (Scottish Government, 2008:16). The distinction was drawn between a professional CT award from the GTCS and the Masters Degree awarded by the University providers.

The link between the CT programme and pay was made a cornerstone of the incentives for teachers to embark on the programme. For every 30 credits completed, a salary increment would be received.⁴⁶ A contentious point since this inception has been the issue of the responsibility for payment for modules resting on the individual teacher. There is a perception, evidenced by the limited take up of the CT scheme (only 1,000 teachers having achieved CT status by March 2010), that this necessity for self financing has acted as a disincentive for teacher participation, with the ultimate increase in salary not being enough to ameliorate this problem. In the modular route, the average module cost about £500; the candidate had to complete twelve modules, although six could be claimed through APL.⁴⁷

A further disincentive in the original version was that the CT activities of the individual undertaking the programme did not normally count towards the additional 35-hour contractual CPD commitment. However, the CT Review Group included in its recommendations that:

Headteachers should ensure that CTs are allowed to link their CT

⁴⁶ This was described as a 'significant financial incentive' of £6,492 at the time of inception. This figure stood at £7,161 at the time of the CT Review (Scottish Government, 2008:11)

⁴⁷ In the accredited route, in addition to the compulsory self evaluation module, there was a cost of £1,200 for the overall portfolio to be assessed (Scottish Government, 2008: 11).

modular work with their annual 35 hour CPD activities (Scottish Government, 2008:14).

Heralded as an initiative which would give experienced teachers the opportunity to ‘extend and revitalise their knowledge, understanding and skill’ (GTCS website), the award was described as a means of ‘valuing and recognising teachers’ who did not want to pursue a career in middle or senior management, choosing instead to remain in the classroom, and gaining extended professional development, improved classroom methods, more methodological confidence and an increase in salary.⁴⁸

The Standard for CT was devised to ensure a national framework based on agreed professional attributes, following the consultation procedure outlined above. The four key components of the framework were: professional values and personal commitments; professional knowledge and understandings; professional and personal attributes; and professional action (SEED: 2002b). The basic assumption was then made that there were four central professional values and personal commitments: effectiveness in promoting learning in the classroom; critical self-evaluation and development; collaboration and influence; and educational and social values. It should be noted at this stage that the privileging of words such as ‘values’, ‘self-evaluation’ and ‘professional’ connect the concept with the work-based model of development which has already been discussed in Chapter Three and the personal growth model used by organisations such as Columba 1400.

The integration of these components can also be related to the Standard for Full Registration (SfR), representing a significantly enhanced version of that reached by a teacher on completion of one year’s experience. The similarities in emphasis in the sets of standards are suggestive of a professional growth path open to teachers as they move through their teaching careers, and indicative of the ‘framework’ or continuum approach to professional development- the Standard for Initial Registration, the Standard for Full Registration, the Standard for Chartered Teacher and the Standard for Headship.

⁴⁸ A previous post, the Senior Teacher, had been introduced in the late 1980s, but there was a lack of consistency in its application. Originally intended to reward the same group of teachers who wished to remain in the classroom, the post was often used in relation to whole school responsibilities and duties, such as co-ordinating Religious Education or Guidance, and was abolished by the McCrone settlement.

The providers of the CT programmes, mainly the Faculties of Education of the majority of Scottish universities, have introduced a variety of courses to deliver CT status at Masters Level. There are differences to be observed across the various approaches but these are outweighed by common elements including the provision of core modules and options, flexible structures allowing for breaks in study, accredited exit points and on-line study methods. The broad format for programmes is directed by GTCS as the accrediting body. The concept of partnerships is also common to the organisation of the university courses, whether that be two universities working together, universities working with local authorities, a university working with a teaching union, or, in one case, a private company working with a non HEI provider. In some cases there is a geographical imperative for the partnership enabling more local availability of access to tutors in isolated rural or island authorities. In the case of the partnership between one University and a teaching union, the partnership demonstrates the union's endorsement of involvement in CPD, and ties in with the coincident development of Learning Representatives by that union.

The partnership between one provider and a commercial organisation stands out as unusual in the context of the other partnerships for two reasons: first, the involvement of a private company is unique in CT provision in Scotland, and, second, the provider is recognised as having a primarily vocational approach to education, which contrasts with other providers. The company self-references its record in educational provision in explaining its involvements, perhaps suggesting that this particular provider, without a recognised record in such provision, requires this experience in putting together the programme.⁴⁹ In outlining their courses, all providers structure their programmes using guidelines issued by the GTCS. The distinction between work-focused and work-based learning drawn by Reeves and colleagues (2006) is significant at this point.

Reeves *et al* identify three existing approaches to work-based learning- the managerial, the craft/professional and the organisational models- and measure the Scottish Qualification for Headship (SQH) against these models. The conclusion reached is that the SQH draws on all these models in various aspects of the programme (2002a:100).

⁴⁹ It should also be noted that this organisation cannot award Masters Degrees, instead using the expression 'Masters equivalent' in its literature.

Perhaps unsurprisingly, given the links between the SQH and CT, the CT programme can similarly be seen as taking elements from a range of models. Most obviously, the shared language and approach are indicative of the drive towards a national CPD framework. It is evident that the SQH model informed CT and, to some extent, shaped it, highlighting the role of stakeholders in promoting a continuum of standards.

The managerial model can be identified in the use of a definitive standard and the measurement of the individual's performance against that standard. The organisational development mode can be seen in the necessity for the candidate to undertake professional action relevant to his or her organisation, including research, and review it, and the need for working in collaborative working methods.

While these differing models are clearly identifiable in the CT programme, just as in the SQH, a difference occurs in that the craft or professional model is not explicit. The emphasis on the candidate for CT status as a leader in the classroom perhaps precludes the need for a mentor, or supporter, as outlined in the other 'standards' for headship and for full registration. Instead, the focus is very much on the influential role of the candidate (2002b:1.3; 3.1; 4.3) and his or her effect on colleagues. The work-based and work-focused elements of the CT programme are apparent in the associated discourse. Reference is made (2002b:2) to the fact that 'every sphere' of such a teacher's work should be subject to review of practice, search for improvements, and relating research and reading based insights to the classroom.

The teacher achieving CT status is expected to demonstrate professional knowledge and understanding, attributes and abilities, and action, 'consistently and pervasively' throughout his or her work, again underlining both work-based and work-focused elements of learning. In addition, while professional values and personal commitments may be seen as somewhat more difficult to analyse, in the context of the programme, this component is also linked clearly to the classroom, with references to 'teaching and learning'; 'promoting learning in the classroom' and 'supporting pupils' learning' (2002b:4). As the CT Review Group point out (2008:12), classroom observation and wider authentication of school based research are not prominent features of the accreditation process and the recommendation is made that providers should review their programmes to the GTCS to ensure that this validation is in place.

In addition to the work-based and focused elements of learning there are elements of the CT arrangements which are related to a personal growth model. Specifically, the pattern used by the majority of the CT providers to award a Masters degree is indicative of both the personal growth of the individual undertaking the degree and the effect on the educational domain in which the growth had taken place, echoing the intended impact of the CT in leading learning within his or her establishment.

Further, the individual elements of 'Referencing of the Standard' allow for personal growth side by side with the collaborative and influential elements discussed above: 'critical self-evaluation' (1.3), 'being creative and imaginative' (3.4) and critical reflection on practice' (4.26) allow for more individual elements of learning, while the optional modules in each of the University approaches allow candidates for CT status to explore their own areas of interest.

The evidence-based approach to a teacher's development is paralleled at school level by the use of performance or quality indicators used in *How Good is our School*, now in its third incarnation and used by schools and local authorities' quality improvement officers in reviewing performance. In measuring an element of CPD against such a standard, the implication can be drawn of a link to the politically dominant performance management agenda. Although the CT programme is aimed at the individual professional, the fact that embarking on the programme may come as a result of a PRD interview which identifies such needs, not just in the interests of the teacher's personal development but also in the wider context of the school's improvement plan, suggests that a managerial approach to improving school performance could have an influence on the actual uptake of the programme. However, the self nomination principle meant that Head teachers were effectively excluded from the process until the CT Review Group recommended a change in arrangements (2008:15).

Reeves et al (2006) identify a 'growing congruence' between managerialist and professional approaches to improving practice, and certainly the CT programme is indicative of both areas, with the managerialist use of performance criteria and standards blending with the more autonomous self-regulation of maintaining and enhancing experience.

Returning to the link between the CT award, course fees and salary, the decision to make the individual candidate responsible for payment for the modules has been criticised as a disincentive to personal development which stands in stark contrast with the financial arrangements made for those undertaking the SQH. While completion of the CT programme will be financially beneficial in the long run, for many the initial outlay is unnecessarily off-putting. Further, the concept of linking progression directly to pay is a contested one in the public sector whence it has been transferred from industry and the private sector. Depending on circumstances, it is conceivable that a teacher may fail to progress in such a programme, not because of a lack of ability, but because of a lack of support in his or her school, or as a result of other external factors in the individual school. Additionally, the emphasis on team work which underpins so much of educational development may make it difficult to reward one individual who has contributed to the work of a school or department. The CT Standard makes the link between enhanced salary and completion of the programme, a correlation of CPD involvement and financial reward which is contestable. If, as indeed the intention was, the award of CT status was intended to benefit the school in which the teacher's work-based learning was taking place, particularly in terms of classroom practice, a tension is then created between the financial reward to the individual and the initial lack of necessity to inform the Head teacher in the school that the CT was being undertaken. The CT programme appears to be fundamentally concerned with a combination of individual personal growth and work-based or focused-learning. Whereas Senior Teacher status was awarded as a result of a process of application and interview, and was initially linked to years of service, there is no pro rata limit to the number of teachers gaining CT status in one school as it is clear from both the Teachers' Agreement and the language of the Standard that CT is a grade and not a post.⁵⁰ The premise behind the award of CT status- that an individual has demonstrated a particular, measurable standard in his or her personal and professional work- is quite different from judging two or more individuals in a competitive interview in terms of a particular job specification.

⁵⁰ The Senior Teacher post disappeared in August 2003 along with Assistant Principal Teacher posts, as the CT scheme was introduced. Despite the fact that Senior Teachers and APTs were automatically placed on the third point of the CT scale, there was no conflation of the posts.

The University-provided courses undertaken by the individual, with the possibility of selecting particular areas of interest, followed by an enhanced salary for that individual are the elements of the CT programme which are regarded as incentives for undertaking the programme. Underlying this is the concept of the individual teacher being rewarded for improving his or her professional practice. The right of the individual to CPD opportunities is one aspect of the Teachers' Agreement which has been strongly endorsed by the teaching unions. However, for as long as the numbers remain comparatively low, just over 6000 on the scheme in 2007, the charge will remain that despite union backing and considerable financial rewards, the disincentives, in terms of initial financial outlay, and lack of time for study, outweigh the incentives in the minds of many of the very teachers whom the CT status was designed to attract. McMahon and Forde (2006) conclude that:

(t)he self-funding status of Chartered Teacher is a deterrent to participation in the programme (2006:5.20)

resulting in a 'sense of disempowerment' which is certainly backed up by participation figures. Further, they conclude that:

(i)t is unrealistic to expect it (the CT programme) to be undertaken in addition to burgeoning workload (*ibid*)

pointing up another contrast with the SQH, where staff time, travel to taught elements, access to materials and support are provided by local authorities. On average, each module takes around six months to complete, involving about 150 hours of work. This represents a considerable time commitment over and above work commitments.

Given that the stated aims of the Standard for CT include giving established teachers 'opportunities to extend and revitalise' their skill throughout their careers, the fact that many staff would not consider undertaking the course as a result of a sense of 'disempowerment' is a real problem in the way in which the scheme is viewed.

Further problems of perception relate to an underlying tension. The award of CT status could be seen rather than enhancing one's professional status to require conformity to a particular standard of accountability. This reading would suggest a particular type of teacher being privileged by the system or indeed that the notion of a standard and

competences has limited or modified the concept of the professional (Humes, 2001).

Thus the notion of the CT is certainly not an uncontested one.

The National CPD Team published a set of advice and guidance in 2005 on the contribution of CTs, looking particularly at their impact on pupil learning. That such a publication was considered necessary at this stage of the CT development was indicative of a need for clarity at national, local authority, school and individual candidate level. One of the most important suggested areas for action was to review and revise related documentation. The Audit Scotland *Mid-term Report* (2006) was critical of a number of aspects of the CT scheme, and its recommendations fed into the Review. The Review Group produced its report and recommendations in June 2008.

The recommendations, many of which addressed the problems of engagement described above, numbered twelve in all, including issues focusing on eligibility, uptake, impact on schools, maintaining the Standard and the future of the APL route. In addition to the recommendation relating to the extra 35 hours of CPD mentioned earlier, the clarification on the use of the CT in schools and the requirement of ‘all stakeholders’ to promote the scheme actively have the potential to have major impacts on uptake. At present, it is impossible to say what impact, if any, these changes could have made given the freeze on entries to the scheme introduced in 2011.⁵¹

The CT scheme has been at the forefront of debate and discussion since the McCormac Review was announced. Competing opinions on its continuation have been expressed in submissions. Those expressing support for the scheme have included, unsurprisingly, the Association of Chartered Teachers who expressed the view that the programme is now at its strongest, has the support of teachers, and is having an impact on the education of pupils. Its discontinuation, they say, will have a negative impact on the implementation of CfE and will unfairly dismantle the career path of teachers (TESS, 25th March 2011:15). Both the EIS and the GTCS defended CT in their submissions, with the GTCS contending that the scheme was both ‘much misunderstood’ and ‘unfairly criticised’ (TESS, 6th May 2011:8). The Glasgow Group of CTs echoed this idea that the scheme

⁵¹ The GTCS in its submission to the McCormac Review made this very point: given that there had not been sufficient time to implement and review these recommendations, no further changes should be considered at that point (TESS, 6th May 2011:8).

was being unfairly singled out for criticism given that there were a ‘dearth of protocols’ to measure the impact of CTs (TESS, 27th May 2011:36).

Equally committed opposition to the scheme has been expressed by other organisations, among them COSLA whose submission recommended its discontinuation, with fixed term responsibilities being offered to teachers in its place (TESS, 27th May 2011:5). The Association of Directors of Education (ADES) called the scheme a ‘good concept’ which was ‘poorly constructed’ and recommended it be ‘scrapped’ in favour of ‘commissioned development tasks’ (TESS, 22 April 2011:5). School Leaders Scotland (SLS) called for the scheme to be disbanded, citing its variable impact and low uptake, but also, and significantly, saying that it cannot be afforded (TESS, 22 April 2011:5). Given the remit of the McCormac Committee to review the Teachers’ Agreement in terms of delivery and capacity to deliver CfE rather than economic aspects of the settlement, the final argument here may not be strictly relevant. Indeed, making the point in the first place might be viewed cynically as evidence of a cost-cutting agenda.

The LTS submission pointed to self nomination and a lack of audits in authorities as reasons for the scheme having ‘failed to deliver’ and therefore also called for it to be disbanded (TESS, 10th June 2011:6).

The language used in these submissions has been subject to comment. Vital lessons can be learned in relation to the language used in such situations as will now be discussed in relation to the discourse of CT.

Discourse

Looking at the discourse of the Standard, the language of performance can clearly be seen, particularly in terms of the managerial approach of performance management which is systemic in nature, using quality audits to review progress. The four areas of Professional Values and Personal Commitments; Professional Knowledge and Understanding; Professional and Personal Attributes and Professional Action are sub-divided into a number of attributes to which an aspiring CT must measure up. This ‘tick box’ approach has been described as a ‘strait jacket’ (O’Brien, 2004) defining as it does a particular type of teacher, encompassing a specific view of what a professional should be. It is also significant to note the privileging of the word ‘professional’ in this document. Not only does it appear in the titles of each of the four areas, twice appearing prior to

‘personal’, but also appearing in a number of the following sub divisions. This privileging of ‘professional’ contrasts with the personal growth model of CPD, as exemplified by Columba 1400, where it follows that the growth of personal attributes leads to concomitant growth in professional attributes.

Current educational priorities appear in the document, again provoking a debate as to whether a teacher who did not accept certain elements of current educational orthodoxy could attain CT status. For instance, the term ‘inclusion’ appears at 2.7 in the *Referencing of the Standard* table, suggesting that the acceptance of successive Scottish Executive and Government initiatives on inclusion in education are pre-requisites for candidates on the course. Another contested area in current educational practice has been the weight given to Enterprise Education, and the more generalised ‘enterprising teaching and learning’. The First Minister at the time (2004-7) developed particularly close contacts with individual entrepreneurs, emphasising the importance of ‘enterprising’ approaches in Scottish public services. The 2007-11 SNP Government continued close links with entrepreneurs, and, in educational policy terms, promised ‘ring fenced’ funding for Determined to Succeed (DtS), the enterprise in education policy of the previous Executive. In keeping with the wide ranging definition of ‘enterprising teaching and learning’, the CT Standard includes at 3.3 the requirement for ‘being resourceful and positive’ and ‘adopting a problem-solving approach’, both of which will be seen as familiar attributes by anyone who has participated in any enterprise activities in recent years. However, again the question can be asked as to whether a certain approach to educational policy is being privileged by this particular element of CPD.

‘Promotion of personal well-being’ and ‘environmental development’ (2.8) are similar areas where a teacher may feel his or her political or social stance may be in conflict with this view of what an educationalist’s role should cover.

It is also possible that an alternative view of the Standard can be taken. 1.2 requires ‘critical self-evaluation and development’ which suggests a questioning and self-directed approach to the process, and is picked up at 4.4 which asks for the candidate to articulate:

a personal, independent and critical stance in relation to contrasting perspectives on educational issues, policies and developments.

Given that such policies and issues as the place of enterprise in education, the success or otherwise of inclusion policies, and the necessity for environmental and health education in the curriculum could reasonably be expected in that description, it would seem equally reasonable to infer that a particular educational orthodoxy is not being required. The requirement that ‘reading and research’ (4.2) underpin and inform teaching further underlies this independence of thought. The responsibility of the individual professional in managing his or her performance is highlighted in this approach which stresses the autonomous status of the professional.

Thus, a tension is seen at the heart of the CT programme between managerialist and professional approaches, exemplified by the discourse used to describe the attributes required of successful candidates. This dichotomy, when taken in conjunction with the competing incentives and disincentives outlined earlier, has led to varied reactions to the scheme. Important aspects of the discourse of the Standard for CT are summarised at Table 5.2:

Table 5.2: Discourse of the Standard for Chartered Teacher

Discourse Technique	Effect
Repetition of ‘professional’	Over-wording suggestive of ideological preoccupation
Key theme: educational orthodoxy	‘Inclusion’ and ‘enterprise’ point towards accepted, politically endorsed areas of activity
Key theme: critical self evaluation	Competing idea of critical and questioning professional highlighted

An example of discourse connected with the CT scheme, is the on-line magazine introduced by GTCS - the *Chartered Teacher Magazine*- directed at those embarking on or actively pursuing the award. This edition appears to have been a one-off publication, in itself perhaps a recognition that numbers undertaking CT were not what been envisaged, and that encouragement needed to be provided in the form of such promotional material. In providing this type of support, the GTCS followed a group learning, peer supporting element which is also favoured in other areas of CPD. A similar type of cohort support can also be found on the University sites provided by accredited providers. In addition to

a pragmatic element, the on-line support community is seen as a valuable way of allowing open discussion.

It would be natural to expect rather different approaches from candidates writing on the Council's on-line magazine as opposed to any other forum, given the need to take account of the intended audience. The audience for the on-line GTCS magazine is not specifically a support group, although it has the capacity to act as one. There may therefore be a tendency to encourage, or at least not discourage.

Thus, we see the first edition of the magazine describing the Programme in terms which are overwhelmingly positive: 'revolutionary' (GTCS, 2005:2), 'relevant' (*ibid*: 4), 'practical' (*ibid*: 5), 'rewarding' (*ibid*: 5), 'a beginning, a regeneration' (*ibid*: 5) and 'satisfying' (*ibid*: 8). These descriptions reflect the idea of the CT programme as ground-breaking in its difference from previous CPD provision, grounded in classroom practice, professionally enjoyable for the participant, and offering the opportunity for revitalising a career which may otherwise have been perceived as standing still.

Teachers involved in the programme variously described themselves in relation to the scheme as: 'motivated' (2005:2), 'revitalised' (*ibid*: 4), 'involved' (*ibid*: 4), having a 'greater positive influence' in school (*ibid*: 5), 'enthusiastic' and 'improving professional practice' (*ibid*: 5). Again, these descriptions are overwhelmingly positive, and give the impression of candidates who are mentally and professionally engaged in the programme, and enjoying enhanced skills and status as a result of having embarked on, or completed, the accredited or University route to CT status. There are few negative descriptions of experience of the programme; even when a more negative association is used, it is balanced with the idea of greater eventual reward. For instance, although the 10,000 word reflective report about three significant areas of work required when submitting a claim for accreditation is described as 'time consuming' which has a negative denotation, it is then qualified by the words:

this was a rewarding piece of work in itself

and:

I found this process quite enlightening and would certainly recommend that others do the same (*ibid*: 5).

Thus, what could have been seen as a quite considerable disincentive in the lives of busy teachers is immediately negated by using two positive descriptions, ‘rewarding’ and ‘enlightening’, which appear to eclipse the less important consideration of taking up time, especially when followed up with the recommendation that other teachers follow that example. Table 5.3 summarises the positive key words used in these extracts:

Table 5.3: Discourse of the Chartered Teacher magazine

Key word	Comment
Revolutionary	Suggested impetus for change in practice
Relevant	Seen as key criterion for good CPD
Practical	Suggestion of usefulness of qualification
Rewarding	Indicative of personal growth
Beginning, regeneration	Metaphor of rebirth
Satisfying	Indicative of personal growth
Motivated	Suggestion that this is provided by CT
Revitalised	Suggestion of otherwise moribund career
Involved	Suggestion that this is absent from other CPD
Greater positive influence	Related to Standard
Enthusiastic	Indicative of personal growth
Improving professional practice	Related to Standard
Enlightening	New insights provided

While the intention of both this and the more general *Teaching Scotland* magazine is to stimulate open debate, perhaps unsurprisingly, positive comment on such initiatives is the norm. However, the lack of any negative comment might provoke accusations of lack of objectivity and balance, and lead to legitimate questions as to lack of uptake about such a universally acclaimed programme.

A different perspective can be found on an on-line University forum where CT candidates are encouraged to discuss their progress, post responses to specific stimuli, and build up a group dynamic. More personalised comments, more frank admissions of problems and difficulties, and engagement with a peer group taking the same award and at the same stage of a process would be expected.

A further forum for discussion of the CT programme comes in the *Scottish Educational Journal*, the journal of the EIS. The tension between the official ‘line’ on the programme from a union which supports the general concept of CPD and is involved in the delivery

of a university course, and members who have concerns over the disincentives implicit in the scheme's delivery occasionally surfaces in the SEJ. The tension represented by these contrasting positions within Scotland's biggest teaching union is very much indicative of a wider problem, found not just in relation to the Chartered Teacher programme, but with regard to the teaching profession's perception of other programmes of and approaches to CPD.

Chapter Six: CPD in the Curriculum

The focus of this chapter is two contrasting examples of classroom-based CPD, accredited and non-accredited.

The first of these is the Professional Recognition framework which was launched by the GTCS in 2007 in response to the curricular reforms of CfE. The framework and the rationale behind it are outlined and contextualised in relation to other policies and initiatives, and in terms of competing views of CPD. The discourse of the framework and the application form is analysed and the tensions within the competing discourses described are shown to be indicative of a dichotomy between managerialist and personal growth approaches to CPD. This dichotomy is suggested as an important factor in the slow uptake as is the more pragmatic reason of lack of knowledge of the scheme.

By contrast the second, non-accredited, example is the Assessment is for Learning (AifL) initiative which was introduced in 2002 and ran until 2008 when much of its philosophy was subsumed into CfE. The chapter outlines the introduction of the programme and its phases, and examines the positive reaction of teachers to the methodology employed, suggesting the associated discourse is indicative of the elements which made this a successful example of CPD.

Professional Recognition: Policy

The Professional Recognition framework was launched by the GTCS in 2007 with the aim of giving recognition to CPD carried out by teachers in both primary and secondary sectors in particular areas of expertise and interest. The then Chief Executive of the GTCS identified the incoming curricular reforms of CfE as the impetus for introducing the concept of Professional Recognition (MacIver, 2008: 887).

Study of this particular scheme suggests that there are a number of competing views of CPD at the heart of the development, with aspects which can be ascribed to work-based, organisational and managerial views. These tensions- perhaps even contradictions- are similar to those identified in the CT and SQH schemes, and echo those seen in the Teachers' Agreement in terms of the realisation of CPD.

The scheme aims to reward professional activities such as in curricular areas in the Primary sector, or professional support of colleagues in mentoring students or probationers. These are areas where teachers regularly make contributions but are unable or unwilling to formalise these in terms of promotion or particular recognised qualifications. This scheme allows a claim to be made for work they have already carried out, echoing the accreditation routes in SQH and CT schemes.

In grounding the suggested activities in classroom practice, the work-based approach to professional development is obviously adhered to. In allowing staff to focus and reflect on the work they are undertaking in these areas in making their case for the award in interviews with line managers or CPD coordinators, the cognitive and social elements of learning are involved in the process. The interview element appears in two areas of the process: in advance of the collection of evidence and before its submission. Parallels are clearly seen with the mentoring approach used in the SQH, and with interviews in the PRD process.

It should be noted that, while the summary of the scheme on the GTCS website refers to the award as allowing teachers to gain recognition for ‘enhancing their knowledge and expertise’ and goes on to talk of a profession which is growing while ‘maintaining professional standards’, the framework is subtitled ‘Driving Forward Professional Standards for Teachers’. This encapsulates the dichotomy at the heart of this particular CPD initiative. On the one hand, the emphasis on professionalisation and enhancing the craft of teaching is apparent through the privileging of ‘knowledge and expertise’ and ‘professional standards’. On the other appears the sense of performance management summed up in the idea of Professional Standards as being driven forward through the scheme.

The juxtaposition of ‘professional standards’ is also an important element in the central contradiction which will also be considered in the discourse analysis section. As was discussed earlier in Chapter Three, the whole issue of standards and benchmarks is seen by some critics as intrinsically limiting to the concept of ‘the professional’.

The scheme is open to any teacher who has full registration with GTCS and has completed a further two years teaching service beyond this. Thus, it is fair to assume that the intended target group for this scheme is teachers who are not yet at a stage in their

career to consider the CT scheme, or are experienced professionals who have taken a decision not to go down this path.

The first step in the process is the consideration of the Area of Professional Interest in which the teacher wishes to gain recognition (GTCS, 2007a: 2). These areas are divided into three categories: Curricular, Cross Curricular and 'Other'. While the document clearly points out that the lists which are given are to be considered as examples rather than exhaustive lists, the effect of a list format is that a teacher is more likely to choose an example from the list. Indeed, such privileging of particular areas might be seen as a disincentive to a teacher who believes that an area of interest which does not appear on the list deserves consideration.

The Primary list includes ten discrete curricular areas⁵² and twelve cross curricular areas. Five of the latter are related to Additional Support Needs (Hearing Impairment, Visual Impairment, Hearing and Visual Impairment, Autism and Dyslexia), reflecting the inclusion agenda which has brought such issues into focus in mainstream schools. In addition, national priorities are reflected in the remaining seven cross curricular areas: Literacy, ICT, Numeracy, Assessment, Health Promotion, Enterprise and Supporting Pupil Learning. The privileging of national priorities in this list is unsurprising given the focus upon these areas. It does, however, suggest a managerial slant to the scheme in that staff members are being invited to concentrate their quest for enhanced professional status in areas following a particular agenda.

Similar concentration on current policy initiatives is reflected in the three examples in the 'other' category: supporting students or probationer teachers; leadership; and mentoring and coaching. The same three items appear on the secondary list where the curricular and cross curricular are merged into one list, offering the same twelve areas as are offered on the primary cross curricular list.⁵³

The process which aspiring teachers have to follow is laid out in a seven part procedure (2007a: 3-7), which involves a number of steps which are similar to elements of the CT and SQH schemes.

⁵²These are Mathematics, Music, English Language, Drama, RME, Art, Social/Environmental Studies, PE, Science and Technology

⁵³ In recent months, Professional Recognition has been awarded to teachers for work connected with Malawi and Enterprise; both priorities with Scottish Executive/Government.

Following a check on eligibility, the teacher is asked to undertake a self evaluation, the purpose of which is to identify the area or areas of professional interest in which professional recognition is to be sought. The next step is the initial professional discussion between the teacher and his or her line manager. The purpose is to clarify the teacher's intention to work towards professional recognition; to establish his or her existing knowledge in the area, how this knowledge has been used, and what impact this has had on pupils; to indicate what activities have been undertaken to develop this area of interest; and to note any opportunities which have been taken to share knowledge and expertise with colleagues. The discussion section of the application form is then completed. The line manager is expected to highlight areas of CPD which might be necessary; the sort of evidence which will be needed; a plan; a timescale; and any relevant support arrangements which might be helpful.

The fourth step-entitled Professional Action- involves completing the agreed CPD programme, recording this list of CPD activities in the Professional Recognition Profile and keeping evidence of such activities.

The next step returns to a self evaluation mode, involving using the published framework to scrutinise the extent to which the professional action taken has resulted in gaining knowledge and/or experience. This reflection of the teacher on his or her own learning and development is a pre-requisite to discussing the development with the line manager in the penultimate step which is the second Professional Discussion intended to cover the professional action taken. The most important element will be the discussion of the submission itself which will then be signed by the HT before submission to the GTCS. In this final step, the teacher will submit the application form, keeping the portfolio of evidence for twelve months in accordance with the GTCS's intention to review a 'random sample of portfolios' annually for 'quality assurance purposes' (*ibid*: 7).

The professional recognition award in the area of interest and expertise remains valid for a period of five years. If a teacher wishes to retain this award, he or she will need to demonstrate that the appropriate knowledge and expertise has been kept up to date (GTCS, 2007b). This is in line with the need for those professionals who have attained particular professional status to continue to demonstrate that standard but deviates from both the CT and SQH which make no such time framed demand. This time period may be

a disincentive for participants who could legitimately ask themselves why an award with no benefits in terms of salary or eligibility should be time limited when others are not. The application for Professional Recognition (GTCS, 2007c) is an eight page document which takes the teacher through the seven step process, beginning with a reminder of the specific areas in which a teacher can gain recognition. There are small but significant differences in the way in which possible areas are presented in comparison with the guidelines which appear in the framework document itself (GTCS, 2007a) and in the website summary (GTCS, 2007b). There are three categories, Curricular Areas, Core Aspects and Cross-Curricular Areas, under a sub-heading of Specific Areas of Expertise, and a further sub-heading of Stage Related Expertise which is not exemplified. The addition of ‘e-literacy’ to the Core Aspects list and ‘Sustainable Development in Education’ to the Cross-Curricular list are further examples of the way in which current political and educational agendas appear to be represented in the areas of expertise. Five statements follow which elaborate on the standards expected before a candidate will be deemed to have attained professional recognition (GTCS, 2007c:2). The first of these is ‘Enhanced knowledge of this topic/issue’. The requirements for this area, in common with the other four, are outlined in more detail. ‘Knowledge’, ‘up-to-date’ and ‘able to translate...knowledge into enhance learning opportunities’ are the key words in this area of expertise. The second criterion is ‘relevant professional knowledge’ in which ‘principles of teaching and learning’ are referred to twice, asking not just for this knowledge to be demonstrated but for it to be applied in ‘everyday work with pupils’, thus demonstrating a link between theory and practice. A similar structure follows in relation to ensuring that knowledge of ‘current developments and thinking’ is also transferred into teaching and learning opportunities. In terms of the third criterion, ‘relevant professional skills and abilities’, candidates are reminded of the need for a recommendation from their school, making a strong link with WBL. Collegiate aspects of learning are highlighted in the detail given in both the fourth and fifth criteria, ‘Reflect on own learning and development’ and ‘Report and share knowledge and experiences with colleagues’. In both of these criteria the involvement of others is highlighted: ‘discuss...with colleagues’ and ‘shared your knowledge ...with others.’ However,

individual reflection is also expected, as are developing curricular ideas and materials, again grounding this activity in everyday classroom experience.

Two parts of the form consist of records of the 'professional discussion' between the candidate and the line manager, agreed by both participants, and thus indicative of a collegiate approach.

The fifth and seventh pages of the form are, however, indicative of a different approach to CPD. These pages are constructed as grids, and under the various sub-headings of 'Subject/Content Knowledge', 'Professional Knowledge' and 'Reflect/Report/Share Expertise' candidates are required to complete the grids which give 'evidence' of completed CPD, including details of the provider, a summary of the evidence and the date of completion. Although this form is completed by the candidate rather than by the line manager there is a definite supervisory element which belongs to a managerial methodology. The connotations are of targets, evaluation and competencies. While the section relating to reflecting, reporting and sharing can be seen as reflecting a collegiate approach to learning, an alternative reading is that the areas of expertise are matched to the school's needs as much as to those of the individual involved. Given that the second of those exercises is followed up by the HT signing a recommendation that the professional recognition be awarded, and will therefore have considered the record kept by the candidate, there is an element here of the line manager checking an aspect of performance against a standard, which Reeves *et al* (2006:83) identify as one of the 'salient features' of a managerial approach to CPD.

There is no economic benefit as a result of such professional recognition. However, benefits can be identified in terms of recognition and career. Accreditation like this can certainly demonstrate readiness to apply for promotion and be referred to in such applications. While this is indicative of a managerial approach to professional development, this is not to suggest that there are no benefits to the managerial outlook. The professional discussion which takes place over the evidence and at early stages of the process can be beneficial to the candidate, particularly in terms of his or her role within the school or authority. Depending on how exactly the discussion is framed, there is a strong possibility that the candidate will benefit from talking through an intended programme of study and evidence of completion. Having recognised these elements of

this stage of the programme, there is still a tension in that the autonomy of the professional could be compromised to a certain degree by the accountability which the system imposes.

The penultimate page, under the heading of 'Professional Expertise' opens with a candidate signature, confirming application of 'teaching skills and abilities' in a certain area or subject. Again, a list is appended which is not restrictive, as demonstrated by the use of the words 'for example'. However, in selecting certain areas as examples, there is a strong suggestion that these areas are privileged over any others. The areas suggested are grounded in classroom practice and flexible in interpretation. For example, both 'working co-operatively with other professionals' and 'set and maintained expectations for pupils' are capable of being met in many different ways and relate to a variety of aspects of professional activity.

The final page of the document- the application- provides a space for two signatures, those of the candidate and the person making the recommendation. The candidate, in signing the document, is asked to acknowledge that the GTCS may request and retain evidence to support the claim for professional recognition. Again, the tension is evident between a professional individual having to provide supporting documentation to the professional body to back up the application and which has been countersigned by the applicant's HT or similar. The request for evidence can be viewed as a safeguard to ensure that the system is transparent and not open to question; equally, however, there are other interpretations. One may be a suggestion of an implicit lack of trust in membership by the professional body. Another may be a quality assurance interpretation with sampling of evidence taking place, which is also questionable in terms of attitudes to professionalism.

The more detailed document, entitled 'Framework for Professional Recognition' also exhibits this tension between the accountable and the autonomous professional, particularly in the introductory remarks as will be discussed in detail in the discourse section which follows.

Discourse Analysis: the framework

The use of the word ‘driving’ included in the subtitle *Driving Forward Professional Standards for Teachers* (GTCS, 2007a: title page) is worth considering in terms of both denotation and connotations. The denotation of a vehicle moving forward towards a destination is particularly telling. The destination ‘forward’ is nebulous, while still appearing positive with its suggestion of improvement. There is also a question about who is ‘driving’ the standards forward. The meaning of the metaphor is unclear, as is the use of the present participle, without a subject. The connotations of energy and force which are also present in the word ‘driving’ give a feeling of urgency to the improvements implied in the standards being pushed forward.

The juxtaposition of ‘professional standards’ (*ibid*) is also an important element in the central contradiction: if autonomy is a key part of being a professional, then to impose standards on these professionals, to define what it is to reach these status, and then to suggest that these standards need to be - even can be - driven forward, seems to create a dichotomy of interpretation between two very different views of professionalism.

The words ‘profession’ and ‘professional’ appear eighteen times in the one page introduction, which cannot be explained merely by reference to the name of the programme. The repetition of a key word in a document like this can appear as over-wording, revealing a specific ideological concern which has been emphasised. Seven instances have ‘professional’ collocated with ‘recognition’, five of which are in a direct reference to the framework itself. The words ‘professional recognition’ have not been capitalised as might have been expected given that this is the title of the framework; instead, the references to the scheme merge with the other uses of the word ‘professional’ throughout the introduction. This adds to the over-wording in the document even although there are subtly different nuances in the way ‘professional’ and ‘profession’ are used. In using ‘professional recognition’ on five occasions to refer directly to the scheme, the writers can be seen to be introducing the details of the framework in a non-contentious way, although readers may question the decision not to designate the title as a proper noun. However, the collocation then appears in a more general sense on two further occasions as ‘the professional recognition’, in both cases followed by the expression ‘they deserve’. The nominalisation of the process of ‘professional recognition’

has a paradoxical effect, both vague and more specific: vague in that it is not absolutely clear what this process involves; specific in that the use of the definite article suggests a particular scheme, perhaps indeed the framework itself. This second reading is intensified by the words ‘they deserve’; they being the teachers who are ‘involved in excellent work’ ‘already’, but who do not ‘always’ receive ‘the professional recognition they deserve’. This construction presupposes a view of professional recognition as an entitlement or reward which teachers, whose work merits it, should be receiving. The fact that this is not happening is portrayed as an unjust situation through the emotive word ‘deserve’; the suggestion seems to be that something of value, which is their right, is being denied to Scottish teachers. It is not, however, clear who should be granting this general recognition, or, conversely, who is denying it. By comparison, it is clear that the specific professional recognition introduced here is devised and will be awarded by the GTCS, whose insignia appears on the cover of the document, and which is referenced twice in the introductory paragraph as ‘the professional body’. The first reference appears in the second paragraph and reads, ‘As the professional body for teachers in Scotland’, thus claiming status for the body itself through the use of the keyword ‘professional’, linking the GTCS to the professional community of teachers, and emphasising its close relationship to those teachers operating in Scotland. The use of the definite article is a matter of fact in that this is the status of the GTCS, but can also be seen as emphasising the body’s unique right to designate itself in this way. There is an authoritative modality in the sentence which emphasises the commitment of the GTCS to the claim of speaking for the teachers of Scotland. The second reference is similar, although in this case the reference to ‘standards’ which follows complicates the reading of the sentence:

As the professional body responsible for ensuring that standards of teachers and teaching are maintained...

While the use of the ‘the professional body’ is identical to that discussed above, the reference to ‘ensuring that standards...are maintained...’ can be read as having a managerialist emphasis on conforming and compliance. Conversely, the latter reading can equally be refuted as part of the self-regulatory duty of the GTCS which has been part of its role since its inception. The debate is at the heart of the construction of CPD in the Scottish education system in the early 21st century: if part of the self-regulatory role

of the GTCS, then this part of the body's function can be seen as professionals taking control of their own development and that of the profession; if read otherwise, however, especially given the changes to the composition of the GTCS to include other 'stakeholders', this particular function of the body could be viewed as relating to performance and productivity. A further reference to 'maintaining rigorous standards' in the penultimate paragraph of the introduction is similarly ambiguous. Again a reading which privileges self-regulation can be made: it is part of the 'challenge' which the GTCS identifies for itself, to ensure, for the benefits of all within the profession, that the high standards referred to throughout the introduction ('well qualified teachers', 'excellent work', 'wealth of knowledge') are maintained and enhanced. However, a rather less positive interpretation can be made, when the whole sentence in which the phrase appears is studied:

Our challenge is to ensure that the framework for professional recognition is flexible enough to enable the profession to grow and develop while maintaining rigorous standards.

The notion of personal growth, which the framework for professional recognition is presupposed to support, is presented by this construction as something which has to be managed alongside the maintenance of standards.

The use of 'the profession' throughout the introduction is also worthy of comment. The opening sentence contextualises this as 'the teaching profession in Scotland', but thereafter there are six references without qualification to 'the profession'. Given that the document is aimed at a particular readership, this is perhaps unsurprising; however, connotations of both exclusivity and inclusivity can be read into the construction. All Scottish teachers are included, while all who are neither teachers nor managers are excluded. There is also an implicit sense of pride in the teaching profession in the way in which it is described in having been put under pressure by the expectation placed upon it by recent change, the quality of work which already goes on within it, and the amount of experience ('a wealth') which it encompasses. By extension, the suggestion is made that the framework will support and protect 'the profession' from the threat of change, by helping it to be more 'flexible'.

This impression is strengthened by collocating the word ‘professional’ with three specific attributes which, it is claimed, will be furthered by the framework: ‘knowledge’, ‘experience’ and ‘interest’, all of which are given increased prestige by being designated ‘professional’.

The use of pronouns in the introduction is revealing: the first person plural is used throughout the introduction to indicate the voice of the GTCS. This is clarified by two direct references to the ‘professional body’ in conjunction with the pronoun:

As the professional body for teachers in Scotland we
recognise the need for flexibility...

and:

As the professional body responsible for ensuring...
standards...we must be sure...

The juxtaposition of ‘we’ and ‘the professional body’ has the effect of rendering an exclusive ‘we’ to identify the GTCS as, nevertheless, part of the profession.

However, in terms of those addressed, there is an inconsistency in the course of the introduction. The opening paragraph mentions teachers in the third person as ‘they’ while describing the pressures on both staff and schools in general. However, by the third paragraph, which gives a breakdown of what the framework offers to teachers, the address has changed to the second person:

(the framework) describes how you can focus your CPD in
particular areas of professional interest...

The paragraph which follows this breakdown reverts to the third person: ‘the professional recognition they deserve’. The penultimate paragraph sees a return to the second person- ‘focus your own development’- before returning to the third person in the final paragraph:

...if they want it they can gain the professional recognition they deserve.

This oscillation in address between the third and second persons sends out mixed messages. On the one hand, the first person plural voice speaking directly to teaching staff seems informal, approachable and trustworthy indicating a common approach, with representatives of a professional body addressing other members of that body. However,

the fact that this address is reserved for only the middle paragraph of this introduction subtly changes this reading. The opening and closing paragraphs (which speak of teachers as ‘they’) introduce a degree of distance, perhaps indicating a more objective interpretation of the situation. However, any such objectivity is difficult to sustain, given the second person address in the middle of the page. Whether it was hoped that the oscillation between ‘you’ and ‘they’ was aimed at achieving both feelings of objectivity and inclusion is not clear, as intention is notoriously slippery in any such interpretation of another writer’s words; however, the proximity of the change from one to the other and back again only serves to confuse, and fails to convince the reader in terms of either interpretation. The inclusive use of ‘you’, speaking directly to teachers, and emphasising the value of undertaking this particular type of development for the profession as a whole, seems to fit well with a personal growth approach to CPD, where individual growth leads to general improvement. Alternatively, the third person references to teachers are more likely to involve the less personalised discussion of the supposedly inevitable effects of ‘change’ on the profession, and the need for flexibility in response to it. The important features of discourse are summarised in Table 6.1:

Table 6.1: Discourse of the Professional Recognition Framework

Discourse Technique	Effect
Metaphor	Moving vehicle has connotations of positive destination; lack of clarity as to who is responsible for movement
Collocation	Repeated juxtaposition of ‘professional’ and ‘standards’ collocates concepts
Key word	Repeated use of ‘professional’ indicates strong commitment to concept
Over-wording	Level of repetition of ‘professional’ suggests specific ideological concern
Definite article	Use of the definite article emphasises the specific role of the GTCS
Authoritative modality	Claim of GTCS to speak for teachers emphasised
Ambiguity	Concept of ‘standards’ viewed as both self regulatory and managerial
Emotive language	Connotations of value and being valued evoked
Use of pronouns	Oscillation between ‘you’, ‘we’ and ‘they’ confuses message in document

The discourse of the application form:

‘Knowledge’, ‘up-to-date’ and ‘able to translate...knowledge into enhanced learning opportunities’ are the key words and phrases in this aspect of the process. The use of the second person throughout the detailed description (‘you must demonstrate...’) lends a somewhat informal tone to the writing as a whole, which sits rather uncomfortably with the official nature of the document as a claim for professional recognition.

The words ‘expertise’ and ‘knowledge’ stand out as key words through repeated use, highlighting the ‘craft’ interpretation of the work of the professional teacher as someone with skills, experience and a body of understanding built up over a number of years. Implicitly, this suggestion is that this form of CPD is one which is aimed at the teacher of some years of experience; explicitly, there is an added reference under ‘Relevant professional skills and abilities’ to the fact that advice will be made available on how long a teacher should have been working before being recommended for such recognition.

Another key word in the document is ‘professional’, bordering at some points on over-wording, for instance in the following confirmation in the section entitled ‘Verification of Professional Recognition Process’:

I confirm that a professional discussion took place to discuss the requirements and procedures for gaining professional recognition.

There are two further uses of ‘professional’ immediately following this, in each case qualifying the words ‘recognition’ and ‘development’, and the section concludes with a space on the form for recording evidence of ‘professional’ knowledge. While the use of the word ‘professional’ can be justified individually in each case, when taken together, the effect of over-wording here is what Fairclough (2000:163) after Fowler et al (1979) describes as indicative of ‘intense ideological preoccupation’; the GTCS certainly appears very keen to assure teachers of the integrity and worth of the award, and endeavour to promote these aspects through the use of the word ‘professional’. Table 6.2 summarises these features:

Table 6.2: Discourse of the Professional Recognition application form

Discourse Technique	Effect
Use of pronoun	Informal ‘you’ suggests informality; sits uneasily with concept of professionalism
Key words	‘Expertise’ and ‘knowledge’ situate teacher as expert in field
Over-wording	Repetition of ‘professional’ suggests intense preoccupation

The GTCS has described uptake of the scheme as ‘slow’ to date, although better in some authorities than in others (GTCS: not published). The question of why uptake has been slow is worth considering, given that there is not the financial consideration which has been seen as a disincentive in terms of the CT scheme, nor the same time consideration involved as with CT or the SQH.

The GTCS response seems to suggest that lack of knowledge of the scheme- indeed lack of awareness of its existence- is a major factor in the perceived lack of teacher interest. While the framework appears on the CPD section of the GTCS website along with information about CT and SQH, arguably this is not enough to inform staff about the scheme or to encourage them to participate.

A consistent approach from local authorities does not appear to have been forthcoming, as the ‘patchy’ uptake reported by a GTCS spokesperson would suggest (*ibid*). Some authorities have strongly encouraged participation in schools; others have not.⁵⁴

Consequently, CPD co-ordinators in schools have either promoted the scheme or not. Unlike the pre-review CT situation, where a school need not be aware of an individual teacher’s involvement, engagement with Professional Recognition necessitates school involvement.

The likelihood of an individual teacher’s uptake is dependent on school or authority attitude to the scheme. When a school or authority does promote the framework, a major consideration must be convincing staff that the process of interviews, collection of evidence, reflection and application is worthwhile in terms of the end result of

⁵⁴ For example, only three teachers were identified as having gained Professional Recognition in Eilean Siar by December 2010.

recognition in that area for five years. Slow uptake to date does not necessarily indicate that teachers have deemed the process too cumbersome or time consuming as the low-key introduction of the scheme may have been more influential in this regard. However, the tension between competing views of CPD represented by the initiative may also have had an effect on teachers' attitudes to the professional recognition framework. That these tensions exist in the scheme is representative of the fundamental dichotomy at the heart of the current realisation of CPD in the post-Teachers' Agreement landscape.

Assessment is for Learning (AifL): Background

By contrast, the Assessment is for Learning (AifL) initiative has been a successful example of classroom based CPD.

In 1998 the Assessment Reform Group (ARG) commissioned a review of research on the impact of assessment on learning. This review was carried out by Black and Wiliam and published as *Inside the Black Box* (1998). The following year *Assessment for Learning: Beyond the Black Box* was published. These pamphlets and subsequent publications by the ARG are at the heart of the AifL initiative introduced in 2002, replacing or over-taking the term 'formative assessment' which had previously been current. Black and Wiliam defined 'assessment for learning' and provided examples of the sort of activities which needed to be carried out in order to move the focus from teaching to learning (1998).

In the years of the programme's implementation in Scotland (2002-8), among its most notable features was the emphasis placed upon professional reading and on research. The emphasis on changing teachers' attitudes was also significant in setting this particular project apart from other initiatives in terms of the perceptions of participants.

Opportunities were afforded throughout the programme for participants to come together, both locally, through 'Associated School Groups' or ASGs, and nationally at networking meetings, in order to discuss developments, work and impact. This approach was praised by practitioners and those leading the programme in the Interim Report:

The programme has given them (teachers) the opportunity to come together to share and discuss practice. This has proved a simple and robust strategy for the dissemination of this programme...(2004:10)

One of the main findings of the ARG research was that, while assessment can have a hugely positive role in learning, it can equally be a destructive force; thus, much needed to be done in terms of developing assessment in schools (1998:4). Black and Wiliam posited three main reasons for this negative possibility, the first of which is a dislocation between assessment and learning as a result of superficial learning aimed at passing tests at the expense of understanding (1998:4). The second factor identified is the negative impact which much classroom assessment has on pupils. Finally, and most pertinently here, the authors suggested that assessment had become a tool of management, serving managerial functions rather than those of learning, with record keeping privileged over analysis of learning needs (1998:16).

The Programme

In Scotland, the Assessment Development Programme was launched in November 2001, and then moved into a development phase from 2002-2004 where it was directed by the Assessment Action Group and the AifL Programme Management Group. The latter was described on the LTS website as having an overview of ‘the operational management of the ten initial projects’, while the former had ‘strategic oversight’ of the whole programme.

2004-2007 saw the next steps of the AifL programme, with its final year of dedicated funding coming in the first year of the new SNP government, as AifL became subsumed into the over-arching CfE development. A commitment had been made by SEED in June 2005 to introduce AifL into all Scottish schools by 2007. Ministerial backing for the programme during this third stage promised that the scheme would provide a ‘streamlined and coherent system of assessment’ that would ‘support learning’ by ensuring that ‘teachers and other professionals’ would have the feedback they needed on ‘pupils’ learning’.

From the outset, the opportunities for involvement of practitioners, discussion and reflection time, and consideration of evidence were features, clearly falling into the category of work-based CPD in terms of both focus and place, although the reflection element was often facilitated, both locally and nationally, at a place and time removed from the practitioner’s professional activity.

Emphasis was also placed on research, both in introducing the ideas behind formative assessment and its results, and in evaluating the work of groups and schools within the programme. In encouraging reading and discussion of research, the strategists were providing support for the proposed changes in practice and making explicit the connection between practice and policy- a point which will be reiterated in the conclusions in Chapter Eight. The research aspect of evaluation opened up the possibilities of a wide range of evidence to be considered, including the ‘stories’ of participants, moving away from traditional assessment data as the prime method of providing evidence. Many of these features of the programme struck a chord with professionals, perhaps as a reaction against a managerialist agenda, with AifL being perceived as putting an emphasis on classroom teaching and learning, and giving an opportunity for professionals to learn from each other. Above all, the work-based approach was seen as relevant and worthwhile.

Each of the phases of the initiative gave work-based CPD opportunities to participants in the schools and authorities involved. Black and Wiliam recognised the need for willing volunteers to lead in any development rather than an ‘extensive programme of training for all’ (1998:16) and suggested that the first step should be to begin with small groups committed to school-based development, whose members would then be able to work through the practical problems and solutions needed in the classroom situation. The benefits were suggested as including the provision of ‘translating the general principles’ of the success of formative assessment as described in the existing research, thus providing a ‘variety of living examples’ with which teachers could identify and give credibility to, convincing teachers in different subject areas in secondary schools of the efficacy of the formative approach. In school terms this was an important hurdle to tackle, as a perception that such approaches were not suited to one particular subject would undermine a whole school approach to assessment.

The first phase of the AifL programme in 2002 took just such an approach: clusters of schools met to discuss assessment approaches used. A link person within each authority was identified to provide support and to act as a link to SEED. A budget was allocated to each group, or ASG, to facilitate time for reading and discussion. As these early pilot schemes were developed, the findings were shared on the LTS website. Again, this was

very much an approach approved by Black and William in terms of the credibility, reliability and integrity (1998:16) of the evidence provided.

During the second phase, 2002-4, ten inter-related projects were identified.⁵⁵ Taken together, these covered aspects of formative assessment, record keeping and reporting. Each project was co-ordinated by a National Development Officer and involved a number of schools from across Scotland.

In general, these Officers were seconded from teaching posts. Project descriptors were produced explaining the aims of each project, expanding on the original brief descriptions. At the heart of each was the importance of communication: between those involved locally and nationally, and between schools involved throughout the country. There was also a Public Forum which meant that even teaching staff whose schools or local authorities were not participating could make a contribution. The practitioner-based approach can be identified at the heart of the management and strategic planning of the project.

An Interim Report, published in January 2004, jointly commissioned by SEED, the SQA and LTS identified this aspect of AifL as being one of the most successful elements of the project:

The project engendered enthusiasm in teachers...they became more reflective about their practice...

and:

There was extensive evidence of a positive impact on teachers' personal and professional development. Participating teachers believed that their capacity for self-evaluation, reflection and continuous improvement had been enhanced...Their own learning had been experiential and meaningful. (2004: x)

⁵⁵ These projects, in brief, were:

- 1) support for professional practice in formative assessment;
- 2) personal learning plans;
- 3) support for management of personal learning plans;
- 4) gathering and interpreting evidence;
- 5) local moderation;
- 6) new National Assessments;
- 7) Assessment of Achievement programme;
- 8) ICT support for assessment;
- 9) reporting to parents and others; and
- 10) meeting the needs of pupils with Additional Support Needs.

This second phase used many of the pilot project's successful elements: reading, researching and reflecting on practice. The interim evaluation had identified one of the most important next steps for the programme as to:

continue strategies that give teachers time for development and professional 'ownership' of assessment (AifL Newsletter, 2004: Spring).

The collaborative approach of the pilot project was also picked out as having been successful and worth continuing.

New developments in 2004 included the AifL 'triangle' and the AifL 'toolkit' which allowed schools to self-assess their progress towards 'AifL status'. The toolkit was launched in September 2004 as a 'dynamic' resource which would evolve and change as the programme developed. The experience of teachers during the pilot element played a big part in the formulation of the toolkit, meaning that professionals were able to access the thoughts and reflections of colleagues throughout the country before trying to implement the ideas related to the key issues. The fact that other CPD activities were also available on the website was indicative of the fact that the programme was viewed as being about personal and professional change.

The co-author of *Working Inside the Black Box* (2002), addressed delegates at an AifL event in Edinburgh in October 2005. The key message, as reported in the AifL Newsletter of Spring 2006, emphasised the importance of cultural rather than structural change if progress were to be made in the area of sustaining improvement in quality learning in classrooms. Seven factors which were vital in addressing such change were enumerated; four of these made reference to 'staff development' issues, placing this in a pivotal position for new approaches in any school. Reflection on research and practice, by both teaching staff and school managers, was recommended, especially if then considered in relation to personal and professional values.

Fundamental questioning involving issues such as challenging orthodoxies and staff empowerment was also considered of critical developmental importance to the process, while, perhaps not unsurprisingly, a 'top-down' model of in-service was viewed as ineffective. Finally, underpinning all the factors was the creation of a learning culture.

The commitment to reading and research and the importance of this element of the programme was highlighted in the planning document which every ASG had to complete to bid for funding. Each group listed the reading or previous research which would inform the work of individual projects. In terms of planning specifics and of overall philosophy, this emphasis on professional reading was unusual in educational developments at this level of implementation. It had the effect of ensuring that teachers were really sure of why they were being asked to implement certain changes or to try something new. This approach was welcomed by staff throughout the project, with one Assessment Coordinator commenting that it bolstered the standing of the profession:

They feel that their professional status is being restored... (AifL Newsletter, 2004: Spring).

The collaborative approach to work on the project was also highly commended by participants. The ability to 'buy time' allowed teachers the time needed for professional reading and for discussion of what had been tried. This action research element worked on two levels: at ASG and national levels, where a substantial amount of time was devoted to discussion in pairs, triads or small groups of how individual plans were progressing, what had been tried successfully and what less so, with exchanging professional ideas and learning together. One DHT summed up the success of this approach as providing an enhanced atmosphere of learning:

By providing opportunities for staff and departments to share experience and practice, there is no doubt that the atmosphere of learning is enhanced (AifL Newsletter, 2006: Spring).

This idea of teachers continuing to learn together is one which underpinned the whole project, and was continued by the publication of Case Studies. Network meetings also featured 'voices' sessions where individual practitioners were invited to address colleagues on the topic of their own projects.

Another important feature of local and national meetings and AifL literature was the place given to previous research on staff development, thus furthering the 'enhanced atmosphere of learning' referred to above. The work of Joyce and Showers (1995) was frequently referenced in justifying the type of development work which AifL represented. Joyce and Showers comment that:

...teachers...liked strong substance, skill-oriented training, the collegueship of shared effort, and the satisfaction of implementation (1995: xiii).

In each of these areas, the AifL programme can be seen to have addressed Joyce and Showers' recommendations. Messages such as the importance of high quality feedback can certainly be seen as 'strong substance' while focusing on improving questioning fits into the category of 'skill-oriented training'. The importance of 'collegueship' ran through the programme, both at school and national level.

Joyce and Showers emphasise the importance of viewing such developments as 'inquiry', including:

continuous data collection, analysis and interpretation...in...
a large-scale action research project... (1995: xv).

Again, the emphasis on providing and evaluating evidence of change within the project can be identified as a strong indication of adherence to this approach to professional development in the AifL programme.

Time for 'collegial study', according to Joyce and Showers (1995: xvi) needs to be written into any development, particularly 'embedded time for study'. Again, AifL can be seen to have complied with this structural feature, with ASGs being advised to buy time for reading, discussion and evaluation of methods.

Black *et al* (2002:24) stressed the importance of the collaborative approach, seeing it as imperative in any group that is attempting to implement new ideas. Help and support can be provided mutually. Strategic leadership can also be provided in collaborative working, and this approach is also seen by the authors as valuable in the 'risky business' of changing the 'culture and expectations' in the classroom. The AifL programme certainly followed this particular approach, with collaboration underpinning local and national activities.

Black *et al* also advise (2002:23) that any such development must be valued by the school management, and thus be viewed as an investment for the whole school. The most successful activities reported by ASGs throughout the AifL programme were those where senior managers had been supportive of the efforts of the group.

Black *et al* see specific professional activities arising for staff from the move to formative assessment, and they outline these in *Testing, Motivation and Learning* (2002). These include ‘extending awareness’ of the ‘limited validity of tests’; recognising the demotivating effect of tests; developing ways to lessen these negative effects; implementing school strategies to privilege learning over performing, and developing appropriate teaching strategies (2002:9). These very specific skills-based proposals accord with the Joyce and Showers recommendations discussed earlier, and have been seen to be a key part of the AifL programme.

The ARG publication *Assessment for Learning: Beyond the Black Box* (1999) highlights the importance of a government-led approach to this key area of teacher development, pointing to the ‘powerful influence’ government can exert on the ‘training agenda’ (1999:10). This can be achieved by outlining expectations of what should be happening in schools, and by direct funding of training at all stages in a teacher’s career. The proposal that LEAs (sic) should ‘bid for funds’ to support assessment for learning was directly translated into the Scottish AifL programme, in common with so many of the recommendations of the ARG.

Teachers’ reactions were a vital part of the AifL project throughout; both in terms of the opinions garnered at every national networking meeting and at local level through ASG meetings. In addition, the website was available for comment, and the regular newsletter invited staff to have their say on particular developments.

Such openness and debate was part of the philosophy of ensuring that implementation is part of a shared effort, and shared experience, contributing to the concept of a learning community.

The action research approach of the project also necessitated evaluation and comment by those involved, utilising the newsletter, website and local and national meetings, including the ‘voices’ elements of such meetings where professionals shared their experiences with colleagues.

Samples from case studies appeared in the newsletters, emphasising the success of many of the above approaches. The collaborative way of working was mentioned by a number of contributors:

Staff working on supported programmes have met to share their

experiences and found this to be very rewarding (AifL Newsletter, Spring 2004:10)

and:

A local network support group of some 50 teachers has been established and they meet in the Educational Development Service at the end of the day once per term to discuss issues and share ideas (*ibid*: 11).

The fact that expertise in the field has come from both external ‘experts’ and ‘in-house’ is also commented on, with the impression given that such valuing of ‘in-house’ contributions is supported by teachers:

A combination of ‘in-house’ sessions during development days and larger scale events organised by ...Council to encourage staff to share and develop expertise on a subject specific basis has brought us to the stage where virtually all staff have participated in training for formative assessment (*ibid*:15).

Positive reactions can be found to the methodology of AifL as shown by some of the responses quoted in the Final Report into Assessment of Learning (Hilliam *et al*, 2007) and into Assessment for Learning (Condie *et al*, 2005). Sharing ideas and resources was seen as a particularly strong feature of the project, leading to greater motivation, invigoration and confidence to try new approaches (2007:34). A particular area of collaboration, secondary/primary liaison, which was encouraged by AifL methods of working, was also mentioned as being valuable (2007:35). The network meetings picked up this idea, ensuring that representatives from nursery, primary and secondary sectors heard how AifL worked in different settings, emphasising the applicability of the strategies, not just across discrete subjects in the secondary school, but also across age and stage.

Earlier studies conducted in 2004 and 2005 concluded that teachers involved in the projects were ‘inspired by evidence’ both from research and practice about the positive effect which could be made on children’s learning by formative assessment methods. One reason for this enthusiasm was the way in which connections between research, policy and practice were clearly made (AifL Newsletter, 2006: Spring: 18). Another was the previously mentioned emphasis on time to try out strategies, reflect upon these and discuss the outcomes with colleagues. This approach was seen to give autonomy to staff

by trusting them to work with others, to decide what worked and what did not, and to make decisions as school or wider groups about which aspects of the project mattered most to them (*ibid*: 18-19). It was noted that secondary teachers who had initially been sceptical about introducing formative assessment welcomed the opportunities for discussion which afforded more general educational debate which had been seen as absent in preceding years (*ibid*: 19).

A further aspect of the programme to have elicited positive reaction from teaching staff was its anchoring in day-to-day classroom activity:

I have found the (initiative) really engaging.
It goes straight to the heart of teaching and learning (Eilean Siar: 2004).

This comment links the fact that the programme concentrates on teaching and learning to the impression that it is 'engaging'. A similarly positive reaction to the approach:

Most staff are enthusiastic and committed as they see the clear
benefits that follow for pupils. An excellent initiative to be involved
in (*ibid*)

connects the popularity of the programme and its practical classroom results, this time focusing on the benefits for pupils.

There is also the recognition that not all teachers began the AifL project with an open mind:

I was very sceptical at the beginning (*ibid*).

However, given a perceived improvement in pupils' motivation, involvement in lessons and effective use of peer and self assessment as a result of the programme, this teacher concluded by saying:

I am now totally committed (*ibid*).

Another comment commended the strategies as 'common sense', implying that AifL techniques have a logical and appropriate basis in teaching and learning. Comments from ASGs across the country echoed this view that AifL, while taking time to implement and get used to, was actually a straight forward initiative which engaged teachers because they saw results as a consequence of implementation.

Discourse Analysis

The enthusiasm of the staff involved is reflected in the positive language used in describing reactions. Looking at a selection of teachers' reactions to the programme in the Spring 2004 newsletter gives an indication of this 'satisfaction with implementation' (Joyce and Showers, 1995: xiii). The section in which these reactions appear is entitled 'Voices'; a title which has the connotations of sincere and genuine responses- direct quotations, not edited, paraphrased or summarised. Snapshots of opinion, entitled 'Further Voices' (2004:17), included further teachers' views. Discourse analysis of these ten brief statements yields evidence to support the suggestion that teachers were positive about both content and method of AifL developments. Of the ten statements, nine are composed entirely of sentences of categorical modality, which has the effect of authoritative commitment of the writers. Thus, 'the children are able', 'my future aim is to continue', 'the pupils are taking more responsibility' and 'formative assessment makes sense' show commitment to the truth of the claims being made. Only one statement shows a modulated commitment to a claim:

Children appear motivated to succeed...

The modality here is used in connection with what the writer perceives others to feel, rather than with regard to his or her own feelings about the activity, and this statement may merely suggest a lack of sufficient information rather than a lack of commitment to the claim, especially as the statement is followed by a categorical statement:

...and are more aware of their own ability.

The overwhelming majority of the sentences which make up the ten extracts are declarative in mood, adding to the sense of certainty given by the modality. There is one imperative sentence which instructs fellow professionals to imagine themselves at the 'best and most rewarding moment' of their careers in order to visualise the impact AifL strategies have had. Unsurprisingly, given that the intention of the section is to report on findings, there are no interrogative sentences.

The choice of metaphor used to describe impact of the development is revealing. While seven of the extracts are composed of prosaic language, three contain metaphors which are worthy of further comment. The most striking is the use of the expression 'sea

change' to describe what formative assessment has led to in this individual's classroom. The expression carries the connotations of a major alteration in this teacher's classroom practice; perhaps one that is almost unstoppable, and which certainly carries forceful implications for what goes on in the class. A list of equivalences follows, each one an example of what has changed. The use of the list form implies equal weight and place in the argument; in other words a paratactic listing of elements:

The pupils are taking more responsibility...as they think about
what they are learning, why these learning intentions are
important, and how they can meet the criteria (*ibid*: 17).

The clauses in the list relate directly to the aims of the AifL project, and the manner in which these are organised here suggests a parity of importance.

The voice used in the majority of the comments is first person, either in the singular or the plural, and sometimes using a mixture of the two. While this may well be expected, it is indicative of the way in which the project privileged individual reactions throughout its lifetime, whether in print or at local and national meetings. The veracity of a 'real teacher's' response to the development is seen as valuable by fellow professionals in encouraging them to become involved.

Key word choice in one extract sets up an obvious antithesis between formative assessment, which is described as:

one of the most liberating experiences of (my) teaching career
(*ibid*:17)

and previous practice which is characterised as a 'mechanical process'. The contrast between 'liberating', with its denotations of freedom and setting free, and 'mechanical' and 'process' with associations of machinery, or unthinking actions, is particularly stark, and is quite evidently used by the writer to point up the beneficial effect which AifL approach has had, not just on teaching, but also by implication on learning. Another teacher in the same edition of the newsletter summarised the point, this time without the metaphorical language, using an unembellished yet categorical statement:

The strategies promote greater awareness of how children think
and how they subsequently learn (*ibid*: 17).

The categorical modality gives authority to this statement in terms of how this teacher believes formative assessment impacts on pupils and their learning.

With the qualification that the newsletter is more likely to use positive reactions to AifL in the Voices section, it is, nonetheless, noticeable that the professionals who have responded have done so in such categorical terms in relation to the perceived benefits of the strategy. The ‘Voices’ section of any of the series of newsletters is similarly positive when the discourse employed is studied. These slots at the networking meetings were also characterised by enthusiastic contributions from teachers. As well as being notable for enthusiasm, many of these listening commented on the honesty of the accounts which they heard. The workshop sessions had the effect of ‘inspiring teachers’, giving them ‘the confidence to try things out’ in the classroom (2006:9). The important discourse features are summarised in Table 6.3:

Table 6.3: The impact of AifL

Discourse Feature	Effect
Categorical Modality	Expresses strong commitment of authors to success of programme
Modulation	Usually tones down commitment but here marks perception of others’ feelings
Declarative Mood	Expresses certainty
Imperative Mood	Commands reader to imagine particular situation in which AifL has impact
Metaphor and Connotations	Key idea of transformative practice strengthened by associations of ‘sea change’
Equivalences	Aspects of programme are listed, thus giving equal weight
First Person Voice	Subjective involvement highlighted, allowing for genuine response to programme
Antithesis	Contrast between two approaches emphasised and AifL privileged

In studying the reactions of staff, the implementation of the policy, the attention given to research, and the use of action research and collaboration, the ‘active workplace’ (Joyce and Showers, 1995:45) certainly appears to have been created through the way in which the AifL approach to staff CPD has operated. Whether this approach continues to be

successful as the discrete project ends and AifL is subsumed into CfE remains to be seen.⁵⁶ Significantly, the work based element of this particular example of CPD appears to have out-weighed the fact that there was no accreditation involved, suggesting that CPD which can be seen to marry practical benefits for practice with sound theoretical input is valued by teachers.

⁵⁶ Authorities are currently being encouraged to continue the ASG approach for moderation and assessment activities.

Chapter Seven: Beyond the Classroom

Alternative provision of CPD: Professional associations and Columba 1400

This chapter examines two alternative providers of CPD; the EIS teaching union as a case study of provision by a professional association, and a commercial organisation, Columba 1400.

The first section examines two EIS policy developments. Discourse analysis is used to demonstrate the Institute's attempts to encourage its membership to engage in CPD. It is argued that the positive attitude of the EIS leadership to CPD is met with a less enthusiastic response by members; that particular developments have not been embedded as intended; and that the ambivalent response is indicative of a widespread attitude to CPD in the teaching profession.

The second section focuses on a specific approach used to develop leadership in HTs and DHTs, delivered by the Columba 1400 organisation based in Skye. Using a personal growth model, the Leadership Academy, promoted by the Scottish Executive's Schools of Ambition programme,⁵⁷ sought to bring about renewal in education. The section outlines the background to the Head Teachers' Leadership Academy (HTLA), examines the content of the programme and looks in detail at the discourse employed, contrasting it with the more managerial discourse employed by some of its advocates. This dissonance is posited as a reason for the mixed responses to the programme revealed by research. The need for a clearer link to programmes such as SQH and FRH is also suggested.

Introduction: the EIS

The EIS was founded in 1847 and awarded a Royal Charter in 1851. The Charter said that the objects of the Institute were to:

promote sound learning, advance the interests of education in Scotland
and certify the qualifications of persons engaged, or desiring to be
engaged, in the education of young people in Scotland (EIS: 2009).

⁵⁷ The Schools of Ambition programme was introduced by the Scottish Executive in 2005 with the aim of releasing funding to schools in order to bring about 'transformation' over a three year period. The Scottish Government elected in 2007 did not renew the programme which ended in 2010.

In 2011, membership, predominantly primary and secondary teachers, stood at over 60,000⁵⁸, making it by far the largest of the Scottish teaching unions. It is important here to bear in mind the central importance of the EIS, given the size of its membership, to educational policy in Scotland: EIS agreement to the Teachers' Agreement was vital to its acceptance. EIS members form a sizeable group on both the GTCS Council and the SJNC.

The generally favourable attitude to CPD exhibited by the EIS can be demonstrated through close study of a number of initiatives, publications and statements. This favourable attitude is shown in very concrete terms by the joint involvement by the EIS in delivering a CT programme in partnership with one University (see Chapter Five) and the postgraduate certificate in Developing Education Leadership and Learning being offered in collaboration with two other Universities. The EIS publication the *Scottish Educational Journal* (SEJ) regularly focuses on CPD as do debates and key note speeches at the AGM. The development of the role of Learning Representative (LR) in schools and local associations is also worthy of consideration, as is the development of draft learning agreements to be used at local level, mirroring partnership at national level on the SNCT.⁵⁹

While the overall impression is of a professional association eager to encourage its members to embrace the enhanced role for the individual in setting the agenda in terms of his or her CPD, it is also important to observe cautionary notes in both policy and discourse, for example, resistance to imposed CPD can be seen in AGM and National Council motions critical of specific measures, and indications of reluctant members having to be encouraged to participate are also apparent in EIS materials.

The Scottish Educational Journal: Discourse Analysis

The Scottish Educational Journal (SEJ) is the official publication of the EIS and is sent to all members on a quarterly basis. Editorial policy mirrors the official policy of the

⁵⁸ Source: Scottish Trades Union Congress, quoted in TESS, 1st July 2011:12.

⁵⁹ This positive attitude continues to be demonstrated, with a recent recruitment advert describing the EIS as the 'only teaching union promoting professional development' (TESS, 1st July 2011:7) and the EIS submission to the McCormac Review defending CPD as envisaged by the Teachers' Agreement (TESS, 6th May 2011:5).

Institute closely, and thus it is a good starting point in terms of recent EIS thinking on CPD.

The May 2008 issue of the journal was entitled 'Bricks and Mortar' and was selected for specific analysis because of its chosen focus on CPD.⁶⁰ The extended metaphor makes the EIS position on CPD very clear: careers and their progress are dependent on professional development in as fundamental a way as buildings are on basic building materials. The sub-heading – 'building your career through CPD' - intensifies and clarifies this message, with the use of the second personal pronoun indicating the direct address to the intended readership. A visual image of three LR's against the backdrop of a brick wall backs up the metaphor. An additional reference to the Scottish Learning Festival guide which appears inside the journal gives a practical rather than an abstract suggestion of a way in which CPD can be enhanced. Thus, the front cover of this particular issue can be seen as summing up the attitude of the EIS both endorsing the general principle of CPD and providing concrete examples of how individuals can take this principle forward in their own careers. This attitude continues into the remainder of the journal, and is also identified later in terms of the Institute's wider involvement in CPD and in the General Secretary's comments at the 2008 AGM.

The editorial comment (SEJ, 2008:3) continues to set this agenda, with a headline – 'Your career, your opportunity, your CPD' - which uses a number of rhetorical devices to hammer home the importance of CPD. The use of the word 'your' is itself vital to the message as it personalises the issue, and can also be seen as addressing both individual readers directly, and the membership of the EIS, collectively. Repeating the word three times has a deliberate intensifying effect while the effect of the listed words 'career', 'opportunity' and 'CPD' is to imply a connection between the three, suggesting an inextricable link between the terms which makes CPD seem both a necessary part of career development and something which can be accessed by all. Editorial policy is clearly established by this headline, even before the content of the editorial is read. The first paragraph (*ibid*) stresses the fact that the agenda is 'changing and expanding', and has 'moved on' from the Teachers' Agreement. The sentences which follow this

⁶⁰ A number of subsequent issues are similarly devoted to CPD and could have been chosen to demonstrate commitment to CPD. For reasons of space, I have chosen to include references to one issue only.

categorical statement appear to promote solutions to this changing agenda: namely, the important work being done by LR's and the need to ensure individual 'ownership' of CPD.

It is notable that while identifying this rapidly changing CPD agenda and suggesting an appropriate response to it, there is no specific attempt to identify what is driving this change. Certainly, the unqualified second statement ('Teachers and lecturers are recognising more and more the benefits of CPD...') (*ibid*) seems to suggest that there is a positive aspect to the change, so that it is unsurprising to see that the paragraph closes with an endorsement of a personal growth reading of CPD.

The second paragraph (*ibid*) uses another metaphor to describe the process of CPD: 'colleagues who also want to widen their horizons', giving a further positive view of such an undertaking. This is enforced by the use of two strongly positive descriptions of teachers who have gone down this route as both 'invigorated' and 'motivated'. The following sentence (*ibid*) is posited as a possible argument against undertaking CPD – teachers are already 'hardworking' with 'heavy workloads', and may therefore feel CPD is 'not for them'. This point is not dismissed out of hand; CPD we are told is 'an additional commitment', yet it has 'substantial benefits for all teachers involved'. This is a clever piece of persuasive writing in that the concerns of the readers are admitted and seen as legitimate. Having admitted these concerns, the article does not risk alienating readers by taking too simplistic a stance to uptake. Indeed, the mention of benefits in opposition to allowable concerns suggests a balanced approach which comes down on the side of undertaking CPD.

The final paragraph (*ibid*) takes up this theme, balancing 'commitment and time' against 'proven benefit'. The latter is left deliberately vague – financial, career-related or status connected benefits could all be implied.

Further points to note about the content of the introduction (*ibid*) are the prominence given to the LR scheme; the 'partnership' between the EIS and local authorities and universities to promote CPD; and the change of address to speak directly to the membership as 'you' in the final paragraph. The inclusive 'you' is worthy of particular discussion at this point. Perhaps its use is not unexpected at the end of the introduction, exhorting, as it does, teachers to become involved in CPD, specifically in terms of the

suggestions made in the following pages of the journal. However, the references to ‘teachers’ in the third person in the earlier paragraphs of the introduction make this change of address seem rather inconsistent.

This ambiguity continues in the lead article (*ibid*: 8-11) which precedes a variety of offerings on the theme. While the heading speaks directly to teachers as ‘you’, the body of the article uses the third person, in phrases such as ‘their own personal and professional development.’ The unspecific ‘we’ is also used here (‘we focus on...’, ‘we round up...’ and ‘we feature...’). The effect of this is to suggest a corporate attitude to CPD, perhaps brooking any argument against a resistance to the endorsement of an improved CPD agenda which is strongly endorsed throughout the issue. One of the most striking methods by which this position is put forward here is by contrasting the current situation with what is perceived to have been the case previously:

Too often in the past, access to CPD and in-service training were misused as a method of top-down controls with real concerns as to quality (*ibid*).

The categorical statement is highly critical of what went before, using emotive language (‘top-down controls’ and ‘misused’) to imply a system which was not only not managed to the benefit of those involved in it, but was something more sinister than that. The direct contrast effected (‘now’ as opposed to ‘in the past’) contrives to make the current situation appear even more attractive:

Now, as teachers and lecturers have a far greater say in their own CPD, and their own career path, opportunities are far wider and much more suited to the needs of individual teachers(*ibid*).

Phrases such as ‘far greater say’ and ‘own career path’ are used in opposition to ‘top-down controls’, while the idea that professionals have a wide and suitable range of CPD opportunities suggests an improvement from the ‘real concerns over quality’ mentioned previously. While the articles from a range of professionals which follow this one do indeed endorse an improved CPD picture, a concern which could legitimately be expressed here is that the EIS is not expressing a completely objective view on development in this area. The ‘partnership’ with local authorities and universities referred to in the introduction reminds us of the considerable investment which the Institute has made in the concept, working to encourage members to take up their entitlement to CPD.

Thus it would be very surprising were the SEJ to take a stance other than positive to the way in which the CPD agenda has moved on since the McCrone agreement, which members were encouraged to support.

However, concerns are still expressed in some quarters as to the real control which teachers do exert over their 'career path', and national and local initiatives still drive CPD opportunities to a considerable degree.

The following five pages (*ibid*: 16-20) contain contributions from a variety of people involved in different areas and in a number of roles. As might be expected, an EIS LR is one of these featured. The collaboration between one particular LR and a local authority CPD co-ordinator is outlined, demonstrating the 'partnership' approach which was referred to in the introduction. The article, perhaps surprisingly, is contributed by the CPD co-ordinator rather than the LR; the message of successful working together seems to be further intensified by this contribution. The dual role of the LR is highlighted: not only is advice given to teachers about what is available in the way of CPD opportunities, but the Local Authority is advised on how best to engage with teachers, thus suggesting a move away from the 'top-down' imposition of CPD referred to earlier. The word 'partnership' is used four times in the course of the article, emphasising the importance of this aspect of the LR's work. The inclusion of this particular case study may well come across as an ideal position to aspire to in many areas where such close collaboration between teaching staff and education authority does not happen. Some of the examples of the events organised by this particular LR are intriguing in terms of the policy agenda: firstly, the Professional Recognition scheme is cited as one in which she has been 'instrumental' in her Local Authority. Given the low profile and uptake of the scheme mentioned in Chapter Six, it is possible to suggest that this level of involvement in promoting Professional Recognition is not necessarily widely shared.

A jointly planned CPD Conference is referred to, involving speakers from the HMIe and the GTCS and with CfE, Professional Recognition and the use of twilight sessions as the focus of presentations and workshops. The report suggests that the event was well-received and gave teachers an insight into how they could progress their own development as a result of what they had heard in the course of the day. The positive

reaction would appear to back up the EIS view that CPD is seen now as having a more personalised approach, tailored to the individual's own career aspirations and needs. Further examples of joint events are advertised, wide ranging in terms of geographical spread and covering both school and FE focuses. A number of the events mentioned focus on specific CPD developments: CT, Professional Recognition and the various 'standards' current in Scottish education. The choice of nomenclature to describe these events is in itself interesting, ranging from the neutral 'event' to the somewhat political 'conference', and the more exuberant 'fair' or 'festival'. The thinking behind such decisions would perhaps reveal the messages intended to be given by organisers to the audience, whether that is the enjoyable aspect of learning, a more serious impression, or perhaps a clue about the nature of the event.

The EIS obviously sees the role of the LR as critical in informing, supporting and encouraging colleagues in participating in all such developments.

In addition to comments from EIS members, Local Authority officials working in this area are also quoted extensively, backing up the message of the importance of working in partnership.⁶¹ Such partnership is pointed up as an example of a good collegiate approach, demonstrating a commitment to working together. The approach is seen as having the potential to enhance learning and teaching across establishments in particular authorities. A Principal Officer with responsibility for Professional Development and Lifelong Learning makes a direct reference to the 21st Century Agreement concept of CPD:

teachers shall have an ongoing commitment to maintain their professional expertise through an agreed programme of personal development (*ibid*).

While this may appear to be reminding teachers of their obligation to continue to update their development, there is, however, an immediate acknowledgement that this is something which teachers have 'historically' done, and this conciliatory approach is continued with the writer's shifting of responsibility to the providers:

⁶¹ The Service Improvement Officer in one authority is reported as having held termly meetings with the EIS LR, focusing particularly on activities supportive of a bank of resources, and raising awareness of the LR's role. An Acting Senior Adviser in another authority mentions the importance of both local authorities and professional organisations working to engage staff in high quality learning in a time of change and development in education.

The agreement promoted an opportunity for local authorities, professional associations and higher education to ensure that teachers could have access to a range of professional development activities which would support the 21st century provision (*ibid*).

Certainly, the combined effect of the contributions of these writing from the local authority perspective is of an awareness of the obligations placed on the employer to provide appropriate CPD. In all the cases featured, the Local Authority Officer appears keen to allow the LR access to staff to promote and encourage CPD opportunities, and to promote the role of the LR.

Further partnerships between the EIS and universities are also highlighted in the issue. Specific courses, such as that in International Education, are mentioned, as is more general information on CPD offered at the Universities. The input of teachers is stressed ('...courses are developed by teachers for teachers...'), as both LRs and CTs have been involved in developing the materials.

Personal experiences are also included in the CPD Focus section of the publication, giving specific stories of how individuals have taken the opportunity to further their own development. The inclusion of such case studies is based on a number of premises, such as: giving a personal perspective to the CPD process; suggesting a specific route at a particular time in one's career; and providing 'evidence' of the otherwise theoretical benefits of CPD:

I am currently in my third year as a Maths teacher...

gives a personal context; while:

...she (LR) pointed me in the direction of an 8-week Level 2 Support Course run by a neighbouring authority...

shows specific and appropriate advice being given; and:

...gave me the chance to investigate... make changes to the way I taught...

suggests a direct and positive impact of CPD on both the teacher and her methodology.

Advertising features are also carried from Learning and Teaching Scotland's 'Learning Festival'⁶², and a specific University, both of which are working in partnership with the EIS. The University advert particularly stresses the 'increased importance being attributed nationally to CPD and its positive impact on professional practice' as reasons to embark on a particular course. The guide to the Learning Festival is rather more general, advertising CPD events, keynote presentations and demonstrations of various educational resources; the message being that CPD is an integral part of education. While the inclusion of many of these forthcoming events and reports of recent successful events are to be expected in a professional magazine with a very specific readership like this one, what is more surprising, and perhaps indicative of wider ambivalence to CPD, is that, over a decade after the Teachers' Agreement, the EIS appears to be attempting to raise teachers' awareness of particular elements of provision, particularly those in which the union is itself involved. Table 7.1 summarises the key features of discourse:

Table 7.1: Discourse of the Scottish Educational Journal

Discourse Feature	Effect
Extended Metaphor	'Bricks and mortar' metaphor portrays CPD as fundamental to profession
Voice	Direct address using 'you' speaks directly to profession
Pattern of three	Rhetorical device of triple repetition emphasises ownership of CPD by individual practitioner
Paratactic List	'Career', 'opportunity' and 'CPD' linked by listing
Categorical Modality	Expresses strong commitment to concept of changed CPD agenda
Metaphor	Metaphor of horizon is a positive one
Persuasive Language	Concerns acknowledged and dealt with sympathetically
Antithetical Balance	'Commitment and time' required for CPD are acknowledged, but balanced by reference to accruing benefits
Contrast	Present CPD situation contrasted with previous situation to highlight perceived improvement
Emotive Language	Negative terms used to discredit previous situation
Voice	Authentic voice given by first person accounts

⁶² The 'Learning Festival' is an annual event organised by LTS and held in September, focusing on Learning and Teaching, ICT and educational debate.

EIS AGM: Discourse Analysis

The Annual General Meeting of the EIS is the main policymaking body of the Institute, and is composed of delegates from all Local Associations throughout the country. The address by the General Secretary is a 'set piece' event of the AGM, with an expectation of significant policy content.

The EIS AGM of June 2008 can, thus, be seen as indicative of the outlook of the Institute and its members towards CPD.⁶³ Again, a certain tension was detected, despite an official line which was strongly in favour of members taking up CPD opportunities and taking advantage of what providers are offering. It is important to remember that there has been a considerable investment in the CPD agenda on the part of the EIS leadership; not only did the Union endorse the Teachers' Agreement, and advise the membership to vote for its acceptance, but, in establishing LR and participating in the CT programme, it gave a definite commitment to the concept. However, despite this 'official line', activists can be heard to express more cautionary views at meetings such as the AGM, and the AGM of June 2008 was no exception.

The Address by General Secretary introduced the concept of CPD by claiming that its importance for teachers 'cannot be overestimated' and that 'high quality CPD' is needed, particularly in order to relieve the pressure on teachers arising from 'social, cultural, economic and technological changes', 'diversity' of pupils in classes, responsibility for 'content, organisation and monitoring of the learning process', collaborative working and enhanced professionalism.

The potential effects of this pressure are highlighted by the use of the listing technique; not only is the main list written in this format, but within each individual item further listing comes, thus backing up the General Secretary's point that teachers need to be prepared, through CPD, to face up to these pressures.

It is significant to note that the General Secretary chose to highlight the duality of the CPD necessity in his summary of this issue:

...all this points to the critical need for high quality CPD
to be available to everyone as an entitlement as much as an
obligation (Smith, 2008).

⁶³ Similar ideas, tensions and debates have been heard at subsequent AGMs. Again, for reasons of space, I have chosen to focus on one example.

The chosen construction makes a parallel, through the use of ‘as much as’, between the words ‘entitlement’ and ‘obligation’, suggesting that both interpretations are equally valid. However, the tension between the two is not addressed: if a teacher is entitled to undertake CPD- and this is a key concept at the heart of the Teachers’ Agreement- then the clear meaning is that she or he has the right to carry this out. There is surely a concomitant idea that, equally, that individual has the right not to do this. However, in both the Agreement and in what is reiterated here, the term ‘entitlement’ is equated with ‘obligation’, which has quite a different denotation of necessity, duty or commitment. Given the context of Teachers’ Agreement, the most likely reading here is of a duty or commitment undertaken, thus rendering invalid the possibility of choice which seems permissible in the idea of entitlement. This tension creates the dichotomy which sees the EIS leadership whole-heartedly endorsing the idea of CPD as realised by the Teachers’ Agreement, while members are more likely to express reservations, particularly in terms of the detail of its delivery.

Again, the choice of CPD as the issue at the heart of the General Secretary’s address can be read in more than one way in terms of motivation. Were CPD an embedded or uncontested topic, I would contend that it would have been unlikely to have been given such prominence, especially at a time when contentious issues dominated the floor debates at the AGM. The discourse of the AGM speech is summarised at Table 7.2:

Table 7.2: Discourse of the 2008 AGM address

Discourse Technique	Effect
Equivalence	Obligation and entitlement are portrayed as equivalences; this is a contested reading
Litotes	Using the negative (‘It cannot be overestimated’) emphasises meaning
List	Highlights range and number of pressures on teaching profession

Learning Agreements: Policy Analysis

An ad hoc sub-committee of the EIS Executive worked for two years (2007-9) on a draft Learning Agreement which, it was envisaged, the EIS should take forward at a local level in order to ensure that a partnership model of working be established in every area. The National Council meeting of January 2008 endorsed a suggestion that:

...a model learning Agreement should be developed and distributed to Local Associations requesting that they negotiate with local authorities... (EIS, 2008c)

in order to resolve the model of working for LR's. It was subsequently reported to the May 2008 meeting of Council that the draft 'Model Learning Agreement' had been approved and would be distributed to local representatives. Such Learning Agreements would work well in local authorities where there was already a high degree of co-operation between QIOs and LR's as demonstrated by the likes of the jointly organised events mentioned above (See pp 157-8). Similarly, those authorities where good practice in terms of 'collegiality' has been identified in the workings of LNCs (Audit Scotland, 2006) may be areas where this sort of agreement would be welcomed. However, the evidence, both in verbal contributions to EIS National Council debates and in research (Alexandrou, 2006, 2008), is that this positive state of affairs is not the norm, with many school and multi-establishment LR's being denied the time and facilities to develop their roles to the advantage of the profession, and this leaves a real concern as to how Learning Agreements would be regarded in some authorities.

The need for such an agreement at local level suggests ambivalence to CPD and its implementation. Were CPD arrangements universally accepted such agreements would not be necessary. To have highlighted 'time off issues' and 'partnership model of working' as areas to be addressed is to have acknowledged that these are areas which have caused or have potential to cause problems between teachers and their employers, and these are fundamental issues which need to be addressed in terms of consistency across schools and authorities.

Learning Representatives: Policy Analysis

Arising out of the Teachers' Agreement and an entitlement conferred on trade unions under the terms of the Employment Act of 2002 (as discussed in Chapter Three), LR's

were established as a means by which teachers could assist colleague make the most of CPD opportunities. The role was envisaged as operating on two levels: the School LR in individual establishments and the multi-establishment LR with a wider remit. The initiative can be seen as fitting within a wider life-long learning agenda, and the creation of union learning representatives; a practice commended by both the Scottish Executive in its five year strategy *Life Through Learning: Learning Through Life* (2003) and the Scottish Government in *Skills for Scotland: A Lifelong Strategy* (2007).

An evaluation of the second cohort of the EIS LRs (Alexandrou, 2008), followed a similar study into the work of the first cohort in 2006 (Alexandrou, 2006), a 'Mid-Term Report' carried out by Audit Scotland in the same year (Audit Scotland, 2006) into the implementation, but not the impact, of the Teachers' Agreement and an HMIE report on progress of the Agreement (HMIE, 2007a). Many of the concerns raised explicitly or indeed implicitly above echo the conclusions in these earlier studies.

The HMIE report (2007a: 9) had indicated that Local Authority QIOs needed to work better with LRs to encourage the uptake of CT and other areas of CPD. The advice of LRs was seen as crucial in determining the best course of development for colleagues, specifically because they had no financial or career-related reason for giving particular pieces of advice. The corollary of this particular observation, which was also highlighted in the evaluation of the first cohort of LRs (2006:15), was that LRs were not engaged enough in the work of encouraging colleagues to take up CPD opportunities although the potential for positive involvement was recognised. At the time of the first evaluation, a clear recommendation was that the LR position had to be embedded into the internal structures of the Union in order to gain appropriate recognition elsewhere in the profession. A need was also identified for the role of the LR to be raised with other stakeholders, particularly with regard to roles and responsibilities and how these tied in with the legal responsibilities of the employers under the 2002 Employment Act. That these issues of 'time off' and facilities for Learning Representatives to carry out their duties adequately had not yet been universally addressed was demonstrated in the fact that these issues reappeared in the concluding observations of the evaluation of the second cohort of Learning Representatives (2008: 72).

This is not the only recommendation of the first study which reappears as a conclusion in the second: the earlier mentioned issue of LR profile in Local Association structures which was recommended in 2006 is still a feature of the later report:

If the LR's initiative is to be sustainable in the long-term, the EIS must ensure that... the LR's are fully integrated at all levels within its structures. This will ensure they have the credibility and standing...to carry out their role and responsibility with authority (2008:73).

Many of the observations with which this second evaluation finished were of a similar general nature: i.e. the need to promote further the role of the LR at school and local authority level, in order to raise awareness of the position and what it entails, and so to ensure that members are more aware of how they can benefit from the LR's expertise and advice (2008:72-3).

The very fact that such advice was being given at the conclusion of the study is indicative of a central problem of awareness-raising which the EIS itself has shown cognisance of, not least as evidenced by the afore-mentioned edition of the SEJ and the strategies used in order to publicise the scheme.

While the leadership of the EIS continues to emphasise the vital importance of CPD to members through literature, practice and policy, the level of awareness and participation is not as high amongst the general membership as would be hoped, especially given the time which has passed since the Teachers' Agreement was implemented and as evidenced by uptake. It can be seen through the evidence of the evaluations of 2006 and 2008 that work remains to be done in embedding the role of the LR both in schools and across establishments and in relationships with Local Authorities. That these positions continue to be difficult to fill is perhaps more worrying still.

If LR's cannot be found in some schools or authorities, this suggests a reluctance not only to become involved in this particular initiative but a deeper ambivalence towards CPD, given the fact that other union roles, such as National Council delegates, still attract competition in a number of local areas.

Columba 1400

Background

As was seen in Chapter Four, one particular approach to individual and organisational development is that which sees the innate potential of the individual and seeks, through personal reflection, team building and individual activities, to unleash this potential with consequent benefits for the person involved and his or her working life. In contrast to the work-based approach to personal development, this approach usually removes professionals from their normal working environment to promote the reflective conditions necessary for the intense activities associated with such programmes. The Columba 1400 leadership training school based in the Isle of Skye (Columba 1400, 2010) is one such development following this approach⁶⁴.

Columba 1400 literature asserted that renewal in education and thence in society as a whole hinges upon ‘heart and head’ (*ibid*) engagement, and seeks to value and find purpose in everyone as a route to this engagement.

Through fund-raising and donations from individuals, a ‘world class leadership training school’ (Sunday Herald, 2005) was established in Skye. The Head Teachers’ Leadership Academy (HTLA) is a course specifically aimed at HTs and DHTs, with support from the Scottish Government (and previously the Scottish Executive). The HTLA is an illuminating example of many of the competing ideas and tensions at the heart of CPD as it is currently realised in Scottish education.

Head Teachers’ Leadership Academy

The ‘Columban Code’ stresses a philosophy of responsible and ethical leadership, focusing on mental, physical, emotional and spiritual well-being. At its heart are the six ‘core values’ of awareness, creativity, focus, integrity, perseverance and service which underpin all the activities carried out. These shared and individual core values are also the basis for quiet reflection, leading one participant to describe the course as an ‘inward bound’ experience: initiation of change is seen as the ultimate destination of the personal

⁶⁴ In 1997, fundraising for an initiative named Columba 1400 began, celebrating the 1400th anniversary of St Columba’s ministry to Scotland and Columba’s style of responding directly to individuals.

leadership journey thus undertaken. Much of the Columba 1400 literature is emblazoned with a quotation from the author, John Buchan:

Our task is not to put the greatness back into humanity
but to elicit it, for the greatness is already there

pointing to a democratic, participative model of leadership.

Given this particular slant, it is unsurprising that a participant on the HTLA course finds him or herself engaged in a combination of team-building activities, individual contemplative sessions and journal writing, all of which are under-pinned by the six core values. The activities are based both within the centre and outdoors. What is described in the literature as ‘non-directive coaching’ (*ibid*) features prominently, both as a strategy employed by the Columba 1400 staff and in the ‘triads’ in which participants are encouraged to work. ‘Coracle’ sessions⁶⁵ frame each day, literally and metaphorically, with one day devoted to each core value.

The style of activities, approaches and underlying values are introduced to participants during a two day preparatory session. Follow-up sessions are scheduled for participating senior managers.⁶⁶

Much is made of the slow pace at which some elements of the residential course proceed. The importance of reflection for the posited individual growth is what necessitates this pace, and is an element which some participants find difficult to get used to.

The tension mentioned earlier is exemplified in the Columba project when the individual growth element which is such a dominant part of the HTLA is studied in conjunction with the championing of Columba 1400 by the Scottish Executive, particularly by the First Minister (2003-7) and Education Minister (2003-6). A key part of the School of Ambition programme has been the recognition of leadership as a whole school issue, therefore ensuring work in every school involved in the project focuses on developing such skills across the school.

⁶⁵These are named after the circular craft in which Columba and his followers travelled to Scotland and involve standing in a circular formation on a balcony, encouraging responses to questions relating to the six core values.

⁶⁶ In many schools the Columba effect is intensified by taking part in both the HTLA and the Ambassadors’ course which involves up to four additional members of staff accompanying a group of pupils.

Columba 1400 was viewed as having an important part to play in the Scottish Executive's drive to improve school leadership with the Ambitious, Excellent Schools Programme (SEED: 2005a) placing school 'leaders' at the heart of improving schools. In 2003 an entrepreneur became involved in the Executive pilot project to fund Scottish HTs and DHTs to attend the HTLA, as part of a new drive to improve school leadership, through the Hunter Foundation. Joint funding of £500,000 per annum, with £100,000 coming from the Hunter Foundation and the remainder from the Executive, was to be used to provide 'world class thinking and leadership development opportunities' (BBC, 2005) through exposure to good practice afforded at Columba 1400.

The Hunter Foundation promotional material refers to an intention of providing 'positive solutions' to societal problems by equipping 'everyone with the ability to succeed', aspirations which, on a discourse level, strike a chord with the participative and democratic model of leadership exhibited in the Columban approach. There is, however, an incongruence in the more managerial language used to describe Columba 1400:

... (an) organisation that can determine gaps in the marketplace and define solutions to those gaps (The Hunter Foundation: 2005).

The tension between the Columba 1400 approach of personal growth and the entrepreneur's reference to the 'marketplace' is notable, particularly given the explicit connection made between the Columba programme and the development of an enterprise culture.⁶⁷

The previous Executive's support for the Columba 1400 approach was continued by the SNP Scottish Government following the May 2007 election. However, the subsequent announcement in March 2008 that the Government was not going to continue with the Schools of Ambition programme had an impact on Columba 1400, with the withdrawal of Government funding for participation on the HTLA a result. By March 2009, new courses were being piloted, targeting adults working in residential care, suggesting that the end of the School of Ambition programme may have forced the organisation to consider focusing on alternatives to school leadership, although the leadership course for

⁶⁷ The Columba 1400 HTLA represents one of many training and development programmes under the broader enterprise umbrella through the Enterprise in Education programme and Determined to Succeed (2002) which followed the Review of Education for Work and Enterprise in 2001.

young people known as the ‘Ambassadors’ Academies’ continues to be offered. A further expansion into overseas development was also to be seen in April 2009 with an inaugural South African Leadership Academy (Columba 1400, 2010), suggesting the model has a transferable potential.

Columba 1400 Personal Journal and Diary Room

Perhaps the most stark contrast with the managerial agenda comes in the very personal journal which participants on the HTLA are encouraged to keep. The journal is given to each participant prior to the six-day residential, and its use is suggested during the time spent in Staffin. Reflection focuses on each of the core values of awareness, focus, creativity, integrity, perseverance and service. Six specific questions relating to the core values are posed, and two hours are set aside for individuals to answer these. Unusually, the answers to the questions are not then subject to general or plenary sessions; instead pairs or triads of participants engage brief discussion of broad issues arising from the journal writing. The detailed answers thus remain the property of the writer, emphasising the highly personal nature of the exercise.⁶⁸

The questions summarised here give an indication of this personal focus of the HTLA.

Each question relates specifically to one of the core values:

- 1) Think of a time in your life when you felt truly and intensely alive... What were the conditions? What did you notice? What was going on?
- 2) What are the things that are coming into focus in your life now?
- 3) You have the opportunity to spend a day in a time machine... twenty five years hence. You come upon a pavement where three familiar faces are seen: a friend, a work colleague and a family member. They are talking about you: what would you like them to be saying?
- 4) The time machine moves back and stops twelve to sixteen months from the present. You thank your future self for having kept your word on a number of things. What would these be?
- 5) A personification of perseverance goes for a walk with you. What would s/he urge you to persevere with at this time?

⁶⁸ Contrast this use of the journal with the Learning Journal discussed in Chapter 4 which draws on professional experience for the ‘learning’ rather than personal focus.

6) To what do your experiences make you the 'key'?

It is striking that such questions demand and elicit extremely personal responses. Given that many participants will have come to the HTLA as a consequence of their schools' involvement with the Government-funded Schools of Ambition programme, the tendency to respond in terms of personal aspirations and beliefs might seem rather surprising, indeed unsettling.

A similarly personal response appears to be expected in the Diary Room, where individual candidates are invited to enter a room and record responses to questions. This activity is purely voluntary. The responses are later sent out to all participants.

The conclusion drawn by the participants on the HTLA in January 2008 in which I participated was that leadership is not a commodity that can be taught, but instead comes from within an individual following contemplation of what is important to him or her.

The implication, therefore, is that having had the time and space to identify what is important in his or her personal life, the participant will return to professional life, more ready and able to transfer the values to professional practice. In the 'Diary Room' session, participants are free to record their impressions of the six days, particularly focusing on the extent to which their hopes and aspirations have been met. Reactions to the January 2008 HTLA reiterate the emphasis on the personal growth element of the course.

Of the thirteen participants only five recorded their responses to the HTLA. These responses were then collated on DVD and sent out to those who had responded. The use of the Diary Room format was obviously off-putting to some participants, and, in recognition of this, there was no compunction to take part.

In looking back at and reflecting on my own responses, one noticeable feature was that I referred to the fact that the experience had encouraged me to focus on what was really important in my life. I used abstract nouns to describe elements which had been gained through the experience; perhaps unsurprisingly some of these were the core values of awareness, focus, integrity, perseverance and service. Having seen these words used as themes for the six days, it is quite understandable that these ideas should have been at the forefront of my mind as I reviewed the experience.

I wrote in positive terms about the experiences, although I debated the pace of activity in the middle of the week and whether this was necessary. I used emotive language in describing the HTLA as having the potential to be ‘life-changing’ and of having afforded me the opportunity to become more confident or more aware of my own values. The fact that participants were free to record an element of criticism is significant in that the presence of this criticism on the Diary Room CD Rom demonstrates two valuable insights into this organisation. The first point to note is that the participants obviously felt comfortable enough to make negative comments. The second and more general point is about the nature of Columba 1400, which allows participants this opportunity to reflect on questions relating to their level of satisfaction at the end of the course, and then goes on to collate and distribute these reflections regardless of their stance. Of course, it would be unsustainable for Columba 1400 with a core value of integrity to edit or omit particular views. However, a certain degree of risk is being taken.

Again a level of risk is taken in the closing ‘graduation’ ceremony where each participant is invited to come forward while his or her colleagues make comments on the skills, values or strengths which this participant possesses. Even allowing for a level of discretion or tact amongst professional participants, the results of such an exercise could be problematic.⁶⁹

Discourse Analysis

A number of the key principles involved in the Columba approach are reflected in the banners which decorate the Iona Hall during that graduation ceremony. Each one bears one of the symbols representing the core values in addition to a quotation linked to the personal development and leadership.

A quotation from the Taoist thinker Rumi reflects the programme’s insistence on the importance of one’s surroundings, coupled with the slower pace necessary for the required level of introspection:

Only let the moving waters calm down and the sun and moon will be
reflected on the surface of your being.

⁶⁹ The idea of the ‘container’ in which contributions can be made in safety, taken from *The Magical Child* (Clinton, 1999), is integral to the Columba 1400 philosophy.

The concept of reflection is crucial in the Columba programme, and is picked up here both literally and metaphorically.

A quotation from Michelangelo emphasises the importance of challenge and aspiration:

The greatest danger for most of us is not that we aim too high and we miss it, but that it is too late and we reach it.

The use of the first person plural demonstrates the inclusiveness of the message; the aspirational nature of the personal challenge presented by Columba is summarised in the contrast between high and low.

This same quality is repeated in the quotation from Joseph Campbell, whose philosophy is central to the 'Columban' code, appearing frequently elsewhere in the literature:

Follow your bliss and the universe will open doors for you where there were only walls.

The concept of 'bliss' is very personal and evocative and is followed up with the metaphor of opening doors. As was seen in the discussion of journal entries and Diary Room extracts, the idea of eliciting potential from within and using this in one's professional life is central to this version of development and leadership.

A similarly personal note is struck by the quotation from Mahatma Gandhi which reads:

When I despair, I remember that all through history the way of truth and love has always won. There have been tyrants and murderers and, for a long time, they seem invincible, but, in the end, they always fall-think of it, always.

Quite apart from the very subjective approach introduced by the repeated use of the first person singular, emotive words such as 'despair', 'truth' and 'love' place this extract in fairly unusual territory for conventional work-based development. Taken in the context of Columba 1400, the sentiment does not seem out of place. The necessity to place the core value of integrity at the heart of one's professional as well as personal life is echoed in the emphasis on the lasting value of truth and its endurance in the face of 'tyrants and murderers'. While these might be extreme examples in the context of the lives of most individuals, the underlying implication may be taken that, while Gandhi faced such adversities, he overcame them, and so, by implication, everyday obstacles can also be overcome.

The idea of solving problems appears also in the quotation from Albert Einstein which subtly underlines the fact that problems which can be lightly or even unthinkingly created can require a great deal more effort to solve:

The significant problems we have cannot be solved at the same level of thinking with which we created them.

Again, personal involvement is indicated through the use of the first person plural voice, which generally has the effect of including both the writer and the reader in the sentiments expressed.

The final quotation displayed at the graduation ceremony again demonstrates the central idea of capacity for change coming from within. Goethe's words:

If we treat people as they are, we make them worse. If we treat people as they ought to be, we help them become what they are capable of becoming.

are perhaps the ones which relate most directly to the role of the teacher. In the aspirational second sentence, made more obviously a contrast to the first through the use of parallel sentence structure, we also see repeated the idea of drawing out.

Tying the Columba 1400 project so closely to the School of Ambition programme suggested a recognition of the power of this message on the part of the previous Executive in terms of schools and their leaders. Favourable media coverage was also accorded to Columba 1400. Reports of the official opening of the Columba 1400 Foundation in the Easterhouse area of Glasgow emphasised the word 'potential' used in conjunction with the metaphor of a key (BBC: 2003). The facility in Skye was described as aspiring to be a 'world class leadership training school' with the Chief Executive of Columba 1400, stating:

HR departments are realising that people will contribute more fully to the success of the organisation if they fill that craving for a purpose in their lives (The Sunday Herald: 2005).

This combination of the fulfilled individual and working life is again stressed, and this appears to be a common reaction from participants coming away from the programme. However, the tension between the personal growth and the managerialist discourses

remains. The discourse associated used in Columba 1400 literature is summarised in Table 7.3:

Table 7.3: Discourse of Columba 1400 materials

Key Word	Context	Connotation/Comment
Leader	Columba 1400 literature	Key word in Columba 1400 material; strong resonance with current HMIe and Scottish Government agendas
Leadership	<i>ibid</i>	Part of title of course; privileged by inclusion in title
Graduates	<i>ibid</i>	Participants encouraged to feel emotional connection with establishment; course given added prestige as result
Awareness	<i>ibid</i>	One of the six key values; repeated throughout literature; abstract noun with positive connotations
Focus	<i>ibid</i>	As above
Creativity	<i>ibid</i>	As above
Integrity	<i>ibid</i>	As above
Perseverance	<i>ibid</i>	As above
Service	<i>ibid</i>	As above
Bliss	<i>ibid</i>	Evocative abstract concept; unusual in the context of CPD
Despair	<i>ibid</i>	Intense feeling, contrasted with optimism
Truth	<i>ibid</i>	Abstract noun, contrasted with pessimism
Love	<i>ibid</i>	As above
Core values	<i>ibid</i>	Collective description used to summarise awareness, focus, creativity, integrity, perseverance and service; ‘core’ has the metaphorical value of being at the centre
Leadership training	Sunday Herald report	Oxymoronic in context of contention that leadership comes from within; cannot therefore be gained as a result of ‘training’
Craving	<i>ibid</i>	Emotive word, describing need for leadership; contrasts with more neutral use of ‘training’ (above)

Impact of Columba 1400

Research into the impact of Columba 1400 HTLA on developing enterprise culture, conducted for the previous Scottish Executive and the Hunter Foundation, while focusing on the Determined to Succeed development rather than the Schools of Ambition programme, echoes a number of significant points which have been mentioned in the latter context. The research carried out by Deakins *et al* (2005) has as one of its main findings the fact that, while there was a ‘high degree of uncertainty’ as to how Columba 1400 relates to ‘the objectives of Enterprise in Education’ there were:

increased levels of confidence by HTs and DHTs in their own abilities as (a) leader(s) and to create and manage change (2005:1)

and:

increased personal resolution that important constraints on objectives, such as dealing with staff and pupils, could be resolved and overcome through the utilisation of techniques and competencies developed on the Columba programme (2005:1-2).

The reaction of participants on the January 2008 HTLA would bear such feelings out, at least in terms of aspirations as they returned to their schools. The very personal responses to the course mentioned earlier were again reflected in the study's main conclusion that:

there were variable but powerful impacts on each participant... identifiable, if subjective, impacts on changes in HT/DHT attitudes, in behaviour and in learning outcomes (2005:2).

The 2005 study suggested that intensive coaching sessions were amongst the most effective activities.

In specific terms of CPD, the study recognised how different many participants had found Columba 1400 in comparison to other CPD undertaken. One recommendation in the study was that there was a need to integrate participation into existing CPD frameworks; e.g. selecting participants for Columba 1400 according to individual CPD needs rather than restricting it to people at particular stages of their careers:

...either select or encourage teachers to participate by the nature of their previous CPD experience rather than specifically HT or DHT (2005:3).

A further recommendation was that the aims of the HTLA should be 'clearly identified' to those participating. Again this suggestion was slightly qualified in the recommendation by taking on board the possibility that 'deliberate vagueness on the aims of the programme' (2005:3) is a necessary part of the whole experience as, because it is 'centred on the individual' (2005:3), it would therefore be inconsistent to lay down in advance an expectation of what participants should derive from it. Certainly, this suggestion accords with participants' perceptions, with 'Diary Room' reactions showing both a diversity of what has been gained and a common acknowledgement of unexpected lessons, such as the importance of personal growth.

The study identified one of the most difficult challenges facing Columba 1400 as the idea of sustainability. Referencing Day (1999), the research team referred to sustaining impact as a major problem in any CPD activity, and suggested that this problem would be even more obvious in a programme such as this where:

the programme is delivered away from the participant's own school
(2005:12).

While recognising that there was an inherent problem here, it seemed to be accepted that, in order to achieve the degree of remove necessary to heighten elements such as awareness of the environment, and to allow uninterrupted opportunity for reflection, the remote and stark surroundings of the Staffin Centre were necessary. The 2005 survey indicated that the majority of those undertaking the HTLA had already participated in 'management related CPD training' (2005:20), partially explained by the fact that most were at 'mature stages of their careers' (2005:38). There was a level of expectation that this would be a different type of CPD from previous experience (2005:5.24) with an expectation of more reflection on personal aims than they would normally encounter.

The study reported post-Columba comments which also echoed some of the journal and Diary Room comments mentioned earlier, with some 'profound and fundamental' effects on individuals' roles (2005:49), particularly in terms of leading rather than merely managing, using coaching techniques, confidence and motivation (*ibid*).

Perhaps the most significant section of the 2005 study in terms of the role of CPD was the section which dealt with comparisons to previous experiences of CPD. Words such as 'unique' (2005:59), 'profound' and 'fundamental' (2005:60) were used by participants to describe the experience- emotive adjectives which suggested a powerful impact, perhaps unexpected in the context of professional development.

In the two testimonies from participants quoted from in the study, it is interesting to note that both made direct and favourable contrasts with other CPD courses:

It bears no resemblance whatsoever... (2005:59)

and:

I can't think of any other professional development or in-service course that's had as much of...a fundamental impact...(2005:60).

The pejorative description of other courses as having been 'loaded with instruction' and 'telling you what to do' (2005:59) is significant for two reasons: firstly, in making an

overt criticism of a type of CPD which is didactic, and secondly, by comparison, praising Columba 1400 for doing the opposite. The criticism of the first approach is compounded by further negative comment which again, by implication, suggested that the Columba experience was very different:

...very little opportunity for meaningful discussion... (2005:59).

It is important, however, to consider that while similar inspirational and aspirational words have been used by participants to describe experiences of Columba 1400, a very different discourse has also been used in this connection:

...an organisation that can determine gaps in the marketplace and define solutions to those gaps (The Hunter Foundation).

The word ‘marketplace’ is obviously associated with a managerialist agenda which sees education and other public services in terms of commodities. Given that these words are attributed to an entrepreneur, one of the project’s sponsors, the metaphor of gaps in a marketplace and the search for solutions are unsurprising descriptions. When a direct comparison is effected between this business agenda of the entrepreneur and the much more personal language of the emotionally involved individual practitioners the tension between contrasting perceptions of this particular provision of CPD is revealed as demonstrated in Table 7.4:

Table 7.4: Contrasting perceptions of Columba 1400

Key Word	Context	Connotation/Comment
Competencies	2005 Report	Represents a contrast with more abstract core values emphasised by Columba 1400
Change	2005 Report	Nominalisation; ‘change’ is seen as ‘created’ and ‘managed’ by successful participants
Unique	Participant	Describes the CPD experienced at Columba 1400 as being unlike other CPD opportunities
Profound	Participant	Connotations of depth and impact
Fundamental	Participant	Connotations of vital importance
Marketplace	Hunter Foundation Material	Recontextualisation to discourse of education; sits uneasily with abstract language of Columba material

In the final analysis of the Columba 1400 programme, perhaps its success lies in this very tension. In its ability to play to the business and enterprise agenda which has been so

important to successive devolved Scottish administrations, Columba 1400 wins the backing of specific entrepreneurs in providing a CPD experience which emotionally involves those who participate, emphasising personal growth over more specific task-oriented, instructor-dominated courses, the programme allows for a very individualistic approach which appeals to those who favour such an interpretation of what is at the heart of what it means to be a professional.

Chapter Eight: Conclusions and Recommendations

In this final chapter the following questions are addressed: What does discourse and policy analysis tell us about CPD in Scotland in the years since the Teachers' Agreement? In terms of professional practice, what lessons can be learned for future policy implementation and discourse specifically in terms of the McCormac Report? What were the limitations of the thesis and which areas can be identified for further study? In terms of professional knowledge, what fundamental underlying tensions in CPD are revealed by analysis?

What does discourse and policy analysis tell us about CPD in Scotland?

CPD since the Teachers' Agreement of 2001 has not been viewed as the uncontested good which the authors of the McCrone Report and the ensuing Agreement had envisaged it to be. There are fairly obvious and practical reasons for low uptake of some elements of CPD: lack of time; lack of knowledge; lack of incentive; and financial considerations among these. However, there is a deeper underlying tension which contributes significantly to low uptake.

The sceptical view of CPD which has led to a less than enthusiastic uptake of CPD opportunities is based on an understanding of CPD as belonging to the school improvement agenda rather than to the revitalisation of professionalism as intended in the McCrone Report. Thus, certain elements of CPD have been viewed by some teachers more as elements of accountability, in a climate of performativity, based on competences and reflecting educational orthodoxies, rather than to the arena of professional autonomy. In order to identify the origins of this sceptical view of CPD, discourse and policy analysis were employed with the contention being that lessons can be learned from past experience, in particular, the way in which discourse contributes to the perception of policy. Since I embarked on this closing chapter, the McCormac Review of Teacher Employment⁷⁰ has been published; I therefore intend to make specific suggestions as to the discourse which should be employed in subsequent policy. This is particularly

⁷⁰ *Advancing Professionalism in Teaching: The Report of the Review of Teacher Employment in Scotland* was published in September 2011 and is referred to here as the McCormac Report.

relevant at a time of financial constraint which has seen CPD budgets squeezed: any recommendation to scale back CPD may well be viewed sceptically; therefore the importance of discourse in delivering such messages becomes paramount.

In Chapter One, I introduced my motivation⁷¹ for undertaking this study as the fact that over a decade had passed since the McCrone Report had been published. This seemed to me like an apt point to review an Agreement which was subtitled ‘A Profession for the 21st Century’. A sharper focus was added to my motivation by the announcement of a review of the Teachers’ Agreement and its subsequent publication. The central importance of CPD in the Teachers’ Agreement was not, I suggested, mirrored by its unequivocal acceptance.

The parameters of the study were set at developments flowing directly from, or related to, the Teachers’ Agreement, but excluding the compulsory teachers’ induction scheme. I originally intended to look only at aspects of CPD pertaining to the first decade of the 21st century; however, the flux and change in CPD which has been one of the most challenging aspects of the thesis to manage has meant that I have alluded to both the Donaldson Report and the McCormac Report by necessity.

In Chapter Two, I outlined and justified the methodology which I intended to employ in the study. I contended that an in-depth study of policy and language was better suited to unpicking the links between discourse and uptake which I believe is vital to understanding current perceptions of CPD, rather an empirical study.

In Chapter Three, I focused on the idea that CPD in Scotland cannot be seen as operating in a vacuum. Instead, theoretical perspectives, wider trends and government policy were all recognised as being influential in developing the current approach to CPD in Scotland following the Teachers’ Agreement. One of these concepts which I highlighted as particularly important to my argument was that of professionalism; the tension between the autonomous professional and the accountability agenda is vital to understanding ambivalence towards CPD. This chapter took the place of a traditional literature review.

⁷¹ I also used Chapter One to explain my own various identities within education; since I began writing this dissertation I can add a further identity: that of manager- first as Learning Community Principal of a group of two secondary and nine primary schools, and currently as Head Teacher of a large secondary school. In both roles I managed a fairly significant CPD budget, intensifying my interest in the topic, with nearly one hundred teaching staff in my current school, and the CPD co-ordinator’s role as a key part of my HT’s remit.

Chapter Four focused on the central aspect of the study: the McCrone Report, the subsequent Teachers' Agreement and ensuing publications on PRD. Detailed description and discourse analysis of the documents pointed up the central tension between managerialism and professional autonomy, particularly in the Agreement, which I suggested led to a lack of clarity about the purposes of CPD, constituting a disincentive to undertaking it.

In Chapter Five I took two examples of CPD, the Chartered Teacher and SHQ schemes, and located these under the broad heading of leadership as it is currently understood. Elements of lifelong learning and the standards agenda were identified in both schemes. In addition, a number of tensions in both schemes were pointed up, including that of the individual working towards a qualification whilst also being a member of a school community. The 2008 Review of the CT scheme attempted to address this particular tension, but the scheme was frozen to new entrants before consideration could be given to whether the recommended changes had had an impact.

Since I began writing this study, the McCormac Report has recommended the discontinuation of the CT scheme, leading to heated debate. Much can be learned about CPD from the CT scheme and its implementation. The central position afforded to CPD in the McCrone Report and the Teachers' Agreement demonstrated its envisaged role in the reclaiming of professional status by teachers who did not want to apply for managerial posts. However, the numbers electing to undertake CT were undoubtedly disappointing in relation to original predictions of uptake and it was therefore deemed not to have made the imagined impact on learners. Costs and workload have been viewed as major factors in this uptake. However, more fundamental underlying problems with the scheme made its perception ambiguous: until the Review, CT candidates were not obliged to notify their HTs that they were pursuing CT status, seriously undermining the idea of the CT leading learning. Further, the very nature of the candidate meeting a defined set of standards raises questions of whether an educational orthodoxy is thus privileged and genuine professional growth limited.

The SQH scheme was seen, in terms of policy and discourse, to embody elements of both personal fulfilment and joint endeavour, and a school improvement agenda. I contended that this particular tension was indicative not just of SQH but of CPD in general.

In terms of financial arrangements, there was no disincentive for candidates in terms of self-funding; equally, however, the lack of a mandatory requirement for HT candidates to possess the qualification means there is no guarantee of a post for those who do complete the SQH.

In Chapter Six, I selected two models of CPD which were similar in that they related predominantly to classroom practice, but differed in that one was accredited CPD and the other was not. I looked first at the Professional Recognition framework which was launched in 2007 in response to the then imminent CfE reforms. The framework was seen to be located in a work-based reading of CPD, echoing elements of both CT and SQH. However, the discourse, as revealed in both policy documentation and the application forms, is managerialist in tone, and the tension between the autonomous professional and the meeting of standards is again apparent. The privileging of educational orthodoxies through Professional Recognition was also identified, given the preponderance of current policy initiatives and priorities in the exemplification.

Lack of knowledge of the framework was also identified in Chapter Six; local authorities did not have a consistent approach to publicising and promoting uptake, and this was reflected in a 'patchy' engagement across the country. The non-accredited example of CPD was the AifL initiative which was introduced in 2002, and ran until 2008, before being subsumed into the wider CfE developments. The work-based and research elements of the initiative proved popular with teachers, as did the opportunities to work collaboratively and collectively. Discourse Analysis of teachers' reactions to the programme demonstrated strong commitment to the scheme as a positive example of professional learning, and in contrast to other schemes which participants had been involved in. The lack of formal accreditation did not mean that teachers were reluctant to become involved; there were no financial implications for individuals or schools, and time was built in to allow reflection and discussion.

In Chapter Seven, I turned to two alternative providers of CPD: the EIS teaching union and the commercial organisation, Columba 1400. The EIS holds a unique position, being the largest of Scotland's teaching unions and a professional organisation with the capacity to award degrees. It was also felt that, given the size of its membership, representing a large proportion of Scottish teachers in one organisation, the position of

the EIS informed attitudes to CPD in the profession as a whole. However, whilst the EIS leadership have taken up a strongly favourable approach to engagement in CPD, facilitating it through the provision of Learning Representatives at school and authority level, and entering partnerships with particular universities to promote CPD, the grassroots membership has not embraced CPD opportunities so readily. Not all schools and authorities have been able to fill the Learning Representatives roles, internal debate has continued throughout the time period in question about such issues, and uptake of opportunities has been lower than expected. The EIS strongly defended the CT scheme in its submission to the McCormac Review and continues to encourage its membership to engage in CPD to promote professional growth; members in general appear to have a more sceptical view of such involvement.

The final section of Chapter Seven focused on Columba 1400 and its Head Teacher Leadership Academy which was very strongly linked to the Schools of Ambition programme. Uptake of the programme tended to be taken from school 'leaders' from participating schools, given the financial burden otherwise. The HTLA was seen to fit into a personal growth model of CPD, and a very personal element was observed in much of the work of the programme. However, analysis in this chapter points to a fundamental tension between this personal growth model and the managerial language used in its promotion.

What lessons in professional practice can be learned for future policy implementation and discourse specifically in terms of the McCormac Report?

I now aim to summarise what Discourse and Policy Analysis tell us about CPD, before moving on to the lessons that require to be learned for future developments. Within this section, I comment on the recommendations of the McCormac Report in the context of the earlier analysis and in the light of the present climate of cuts in CPD funding.

In terms of practical considerations, a number of features can be summarised as presenting barriers to uptake of CPD in Table 8.1:

Table 8.1: Barriers to uptake of CPD

Barrier	Development	Comment
Financial Considerations	CT	Payment by candidates for modules contrasts with SQH situation
Workload	SQH and CT Professional Recognition	Significant input of time by candidates Disproportionate amount of paperwork
Lack of Incentive	SQH	Absence of mandatory link between qualification and HT post
Lack of Knowledge	Professional Recognition	Not adequately promoted in schools and authorities
Restricted Access	Columba 1400 HTLA EIS LR CT	Only accessible to schools involved in Schools of Ambition scheme; DHS and HTs as candidates Mostly accessed by EIS activists Intended to be undertaken by teachers at top of scale

Aspects of CPD which have been successful in the wake of the Teachers' Agreement have also been identified and are summarised in Table 8.2:

Table 8.2: Successful features of CPD

Successful Aspect	Development	Comment
Work based focus	AifL CT and SQH	CPD focus related to developing classroom practice viewed positively by participants Work based elements of both schemes highlighted positively
Collaborative working	AifL SQH	Positive reactions to working with community of colleagues Mentoring can be positive experience
Links between theory and practice	AifL CT and SQH Columba 1400 HTLA	Congruence of theory and practice elicited positive reactions Elements of CT and SQH schemes demonstrate such congruence Connection with classroom practice more difficult to locate

In addition to these more practical lessons which require to be taken on board in the future, more subtle and nuanced messages regarding policy and discourse can also be drawn from this study.

It is vital that there is congruence between all elements of what is said or written and what is put into practice. For example, the very personal and emotive elements of the Columba 1400 HTLA discourse, whilst sitting comfortably with the personal growth philosophy underpinning the work with candidates, seems at odds, both with the language used to promote Columba 1400, and more importantly, with the improvement agenda with which it became associated through the Schools of Ambition programme. Such dissonance can undermine credibility, raising questions about motivation and uncertainty about underlying purpose as was seen in the comments of participants in the 2005 research.

By comparison, the discourse and practice of the AifL initiative appeared to be congruent, thus allowing practitioners to feel that they could place trust in both the language used and the activities related to the development.

In relation to Professional Recognition, the concern seemed to be that the promotional language which invited teachers to become involved was not congruent with the managerial language in the documentation coupled with a privileging of areas of educational orthodoxy in the exemplification. This issue points to a fundamental underlying tension in CPD. Similar concerns were noted with aspects of the discourse of both CT and SQH.

The commitment to CPD in elements of the EIS discourse on the subject is such that on occasions it amounts to over-wording, suggesting a very strong ideological commitment to a specific agenda. However, the lack of general engagement with aspects of CPD from the membership as reflected in figures for overall involvement suggests that the leadership's commitment is not completely shared.

There are vital lessons to be learned about commitment or apparent commitment from stakeholders. The commitment to teachers' professionalism in the original McCrone Report was noted in Chapter Four. However, this was a theme which given much less prominence in the Teachers' Agreement, where the theme of collective responses and collegiate working was much more privileged. Further, while the Report insisted on the

need to improve the provision of CPD, the Teachers' Agreement was more concerned with the reciprocity of the rights and responsibilities of teachers to plan, undertake and record CPD. Thus, the commitment in the discourse of the Teachers' Agreement to CPD was not such a strong feature as a starting point for the negotiations which followed at national, authority and school level. A chance to embed CPD as a truly integral part of every teacher's working life was missed. This was compounded by a PRD system which was, at best, cumbersome and, at worst, viewed as paying lip service to CPD.

One of the main difficulties with this study has been the flux and change which has surrounded CPD in general and some of the individual initiatives in particular. This very change is indicative of the fluid and, indeed, contested nature of CPD. Changes to the SQH included a Revised Standard with an altered balance of competences, and the introduction of an alternative route; Flexible Routes to Headship (FRH). Although one would expect movement in any programme as it evolves, two of the major problems of the SQH have not been addressed-the tension inherent in applying a set of standards to professional development and the lack of necessity for HT candidates to possess the qualification.

In the case of the CT scheme, the 2008 Review attempted to address fundamental issues which had been raised since its inception, specifically the lack of necessity for teachers undertaking the CT programme to inform head teachers, thus calling into question the intended positive effect on teaching within individual schools. This review came too late for a scheme under attack at a time of financial constraints, as entrance to the scheme was frozen in 2010 by COSLA. Since then, the McCormac Report has recommended its discontinuation, despite vociferous defence. In other circumstances the scheme may have been given longer to prove itself, but the economic downturn made it likely that an initiative which did not seem to be providing value for money would be called into question.

The McCormac Report was published in September 2011 and made very specific recommendations on CPD, including on the CT scheme. The relevant recommendations for the purposes of this study are Recommendations 2, 6-11, 14-15 and 19-21 (2011c: 54-55).

Recommendation 2, under the heading of ‘Performance Management’, calls for all teachers to be engaged in a ‘revitalised process’ of ‘Professional Review and Personal Development’. There is a further recommendation that a teacher’s personal development plan should be based on the ‘new GTCS standards’ and should be linked to improvements in teaching and learning. The idea that the PRD system requires to be ‘revitalised’ begs legitimate questions about how it will be changed, and in what way it will be linked to the standards agenda. Given that the operation of PRD systems was locally devolved for agreement at LNC level by the Teachers’ Agreement it will be important to see how the recommended ‘revitalised’ systems will be applied consistently on a national basis without diluting the collegiate work at local level which has been a feature of LNC operation in some authorities.

Recommendations 6-11 come under the heading of ‘Career and Management Structures’. These recommendations support the GTCS proposals to develop a system of reaccreditation and recommend that this is introduced as soon as possible; call for CPD requirements to be linked to the Professional Review and Personal Development system; recommend that the 35 hours of allocated CPD time should remain, but should not constitute an upper limit; propose a greater mobility between schools to enhance professional development; suggest a ‘rigorous and relevant’ programme up to Masters level for all teachers, and recommend that CPD should not be organised to take place during school time. There are many implications arising from these recommendations, the most striking being the clear implication that CPD at present is not ‘rigorous and relevant’, thus suggesting a real failure in what has been provided since the Teachers’ Agreement, and begging questions about how such a programme will now be delivered at a time of diminished CPD budgets. The implication of recommendation 11 is that CPD be held in twilight, weekend or holiday periods, which points back to an original recommendation of the McCrone Report which was not carried forward into the Teachers’ Agreement, perhaps having been deemed too controversial to gain collegiate agreement.

It will be vital that the changes recommended to professional development be carefully planned and demonstrated to be beneficial, lest these be seen as a cost-cutting approach to CPD. The issue of reaccreditation, or professional update, is a controversial one which

demands a much more detailed analysis than can be afforded here; there are major issues for the profession arising and careful consideration will need to be given when further details are forthcoming from the GTCS.

Recommendations 14 and 15 relate to two groups of teachers- supply staff and Head Teachers- who 'should' respectively 'have access to' CPD and 'be required to engage with' PRD, again implying that these recommendations would alter present situations. Whilst it is perhaps not unexpected that supply teachers may have missed out on CPD opportunities, it is surely an indictment of the CPD arrangements that Head Teachers could be seen to have failed to engage in adequate professional review.

Recommendations 19, 20 and 21 relate to the CT scheme, recommending its discontinuation, but with credit being given to teachers who have completed modules. A further recommendation is for the GTCS and/or the universities to develop a form of professional recognition for teachers who have demonstrated 'on a long term basis' such qualities as innovative classroom or collaborative practice, or who have shown success in mentoring or research. This final recommendation seems to imply a lack of credibility in the current Professional Recognition framework, and is also vague if it is to be seen as a replacement for the CT scheme.

It will also be vital that the discourse surrounding any resulting policy be closely considered, given its importance in shaping reactions and attitudes. The language of the McCormac Report has not been subjected to detailed discourse analysis here for reasons relating to parameters; however, it is clear to see that there are key ideas worthy of comment.

The title 'Advancing Professionalism' and a comment (2011c:6) which states 'Scotland needs a reinvigorated professionalism' indicate a continued emphasis on professionalism, without clearly defining the concept, or making a detailed study of why, eleven years on, some of the intentions of the McCrone Report 'have not been fully realised' (*ibid*: 7) and elements of the Teachers' Agreement have not been 'fully realised...or have given rise to unintended and unhelpful consequences' (*ibid*).

The reference in this opening section to 'the issue of affordability' may also lead to a sceptical or even cynical reading of the 'need for change' being driven by financial rather than professional or educational considerations, a belief which may well be advanced by

the list in the concluding paragraph of the section which positions ‘providing the taxpayer with value’ in a list of aspirations.

The anticipated set of standards being revised by the GTCS is centrally placed alongside a revised Professional Review and Personal Development scheme in the context of teacher performance. The addition of the word ‘personal’ to the term would in itself be worthy of further consideration, focusing on the issue of whether there is room for genuine ‘personal’ development’ in a standards based review.

Similarly, the concept of ‘lifelong learning’ is referenced in this section (*ibid*: 15), I would contend somewhat glibly, given the clear standards agenda which is privileged in these recommendations. The fact that the final paragraph (*ibid*: 16) focuses on ‘poor performance’ may also give rise to concern over a link being drawn between professional development and competence.

The mention at paragraph 4.6 (*ibid*: 18) of the recommendation of the Donaldson Report that more ‘local team-based approaches’ should be the norm rather than ‘set-piece events’, is not reconciled with the statement that a ‘majority of respondents’ to the call for evidence felt that current arrangements did not require change. Again, an accusation could be made of financial considerations driving developments, unless the reasoning for privileging local team-based approaches is more clearly articulated.

Similarly, by recommending ‘cost neutral teacher exchanges’ rather than focusing purely on the benefits of collaborative learning, the Report’s authors might be leaving themselves open to accusations of privileging economic considerations. This Report echoes the Donaldson Report in stopping short of recommending Masters-level CPD, but it does rather undermine that position by quoting McKinsey’s findings that higher level skills produce ‘more innovative, motivated and fulfilled professionals’ (*ibid*: 19).

At paragraph 4.15 (*ibid*: 20) the view is expressed that it would not accord with ‘our view’ of professionalism to make it a contractual requirement to use personal time to engage in CPD. However, this comment is prefaced by a contradictory statement which alleges that it is ‘the norm’ in ‘most professions’ to use personal time for this purpose, undermining the assertion, and preparing the way for the recommendation that CPD should be organised ‘so as not to disrupt normal programmes of learning’ (*ibid*), that is, during the school day. This sort of ambiguity and vagueness can make aspects of the

McCormac Report seem slippery; potentially leading to accusations that teacher professionalism was not the focus of its deliberations. It would be important to avoid this accusation in subsequent policy documentation in order to ensure credibility.

In recommending the discontinuation of the CT scheme, the McCormac Report's authors have been careful to acknowledge the 'commitment and professionalism of many Chartered Teachers' (2011c: 29), thus avoiding the more whole scale criticisms of the scheme made by some of those individuals and organisations who contributed submissions to the Review. However, following these acknowledgements is a critique of CT which takes little account of the CT Review, as has been pointed out by groups who have subsequently defended the CT scheme (TESS: 21st October, 2011).

Criticism of the language of the McCormac Report has been forthcoming following its publication, where delegates at a Special General meeting of the EIS (TESS: 18th November, 2011) criticised its 'managerialist tone' and 'ambiguous language' which left areas of the McCormac Report 'open to interpretation'. The importance of discourse to the understanding of policy must not be underestimated and important lessons must be learned from the experience of the years since the Teachers' Agreement if engagement with CPD following the McCormac Report is to be viewed positively.

Limitations of Study and Areas for Further Study

As indicated earlier, the amount of change in this area in the course of my study added to the complexity of the question. However, on reflection, I feel that in some ways this very instability also contributed to my thesis, as many of the changes, reviews and reworkings which occurred during this period were themselves indicative of some of the problems and tensions which my analysis was pointing up.

The opportunity to spend time analysing policy and discourse was something which I found fascinating and instructive; unfortunately, during this time my promotions meant that there were competing pressures on my time and the study consequently took longer than I had hoped or intended. However, again I have been able to see a positive element in this delay, as the publication of the McCormac Report has added greater focus and urgency to my recommendations.

In the course of this thesis I have made reference to a number of areas where further discourse analysis could provide fruitful study; unfortunately the word limitations of the

Professional Doctorate preclude such analysis of, for example, the changing discourse of CfE.

At an early stage of my work, I had intended to include a number of interviews with representative figures involved on different levels with CPD in my own authority. However, as the detailed discourse analysis progressed I became aware that I would be unable to do justice to such an inclusion within the stipulated words count. In retrospect, I am content with this decision, feeling that the analysis and resulting comment merited the concentration on this area.

Professional knowledge and the underlying tensions in CPD

The final question I wish to address is that of the fundamental underlying tension within CPD between the professional autonomy of the individual and the standards agenda which is located within a managerialist approach to education. This appears to point to a basic question at the heart of CPD: who is it for, and whose interests does it serve? As was discussed in Chapter Three, the concept of the professional is a contested one, with some interpretations (for example Naylor, 2011, Chapman, 2008a and 2008b, and Kuehn, 2002) positing that, while all professions work within parameters, a narrow framework of standards fetters and erodes teacher autonomy. Listing limited competencies, this arguments contests, denies a critical engagement with teaching and learning approaches, discourages diversity and complexity, and seeks to impose an orthodoxy in terms of methodology. Such a limited professional autonomy is the result of the predominance of a culture of audits and annual improvement plans. I would contend that this tension is shown up in the policy documentation of the Teachers' Agreement and in elements of much of the resultant CPD development, and has been a major factor in the ambivalent attitude to CPD in the following years. In continuing to link education with the production of 'productive ...citizens' (2011c: 11) and in highlighting the requirements of 'global interdependence and competition...and technological advances' (*ibid*: 5), the McCormac Report privileges the interests of economic drivers over professional autonomy. I fear that, in tying CPD to revised standards (*ibid*: 54), the McCormac Report will be viewed with scepticism and cynicism. It is not too late to address this danger, but only if the educational community asks and answers the questions of for whom CPD is intended and whose interests it serves. If, as I believe, the

answers to these questions are, respectively, teachers and pupils, there remains work to be done to encourage engagement and uptake amongst staff and to ensure positive impacts on the learning of those whom we teach: this work can be enhanced through careful and considered discourse and language.

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