



Teacher Education Reform in Scotland: Implementing the Donaldson Report

ESRC Seminar Series, 21st March 2014

Teacher Education for the Changing Demographics of Schooling:
Policy, practice and research

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**TEACHING
SCOTLAND'S FUTURE**

Report of a review of teacher education in Scotland

Graham Donaldson
December 2010

DIVERSITY

Increasing cultural, linguistic and developmental diversity within **Scottish schools**

Diversity within **policy processes**: huge range of actors, interests, values, agendas and driving forces at play

Teacher Education:
Preparation of teachers

Actors linked to diversity – who hears their voice?

Career Long Professional Learning

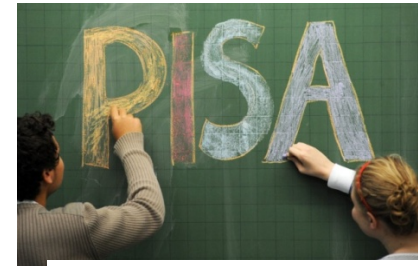
Forces in developing/ implementing policy





Diversity in Scottish Schools: A Driving Force?

Increasing **cultural, linguistic and developmental diversity** and more inclusive approaches within schools (Florian, 2012)

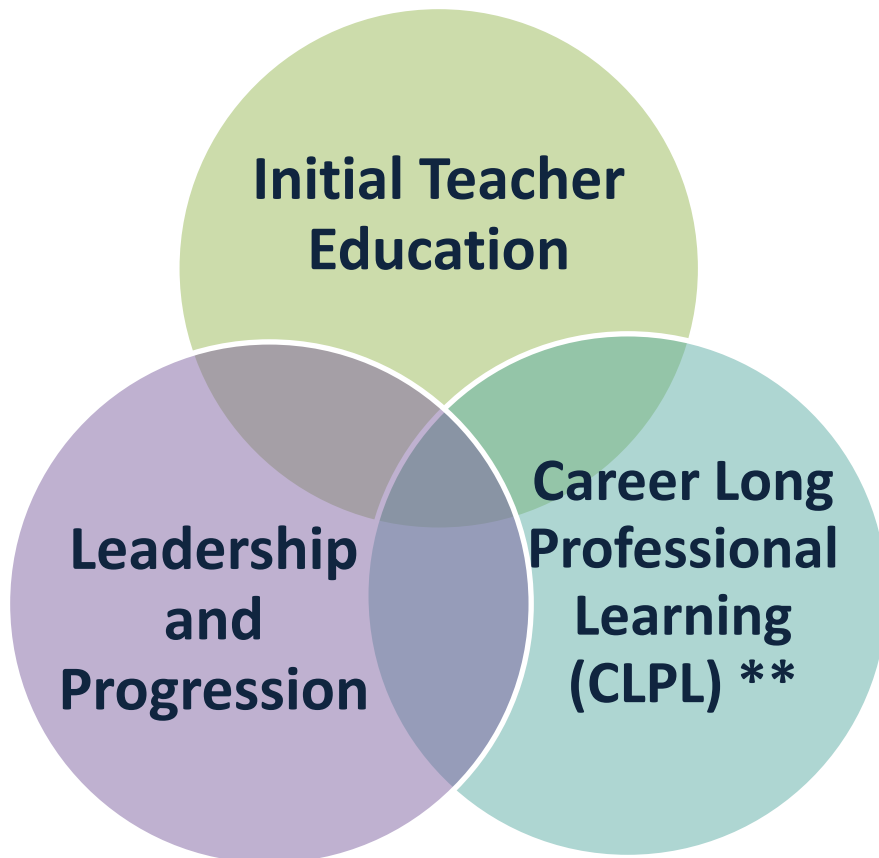


This makes teaching more **complex and challenging** and teachers do not feel prepared (Donaldson, 2011)

Effects of Social Disadvantage



Teaching Scotland's Future: What is it?



- **50** recommendations to reform teacher education in its entirety
- Reinvigorate teacher **professionalism**
- Promotes teaching as **'intellectual'**; contrast to 'craft model' in England
- Seeks **partnerships** – schools, local authorities and universities



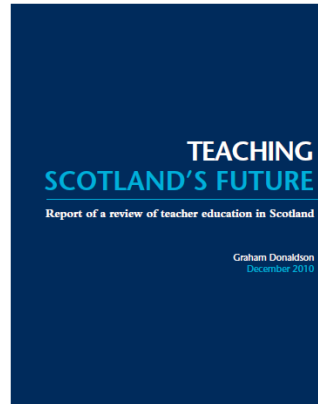
Preparing teachers for diversity...?

“All new teachers in Scotland should be aware of the **key challenges we collectively face**... they should be confident in their ability to:

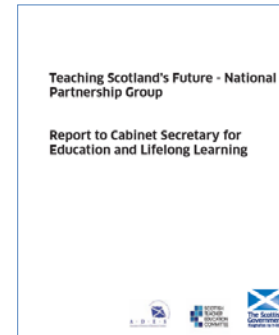
- address underachievement, including the potential effects of **social disadvantage**
- address **additional support needs** (particularly dyslexia and autistic spectrum disorders)
- know how to manage **challenging behaviour**”

(Donaldson, 2011, p. 36)

“The expectation that initial teacher education will cover all that the new teacher needs to know and do is unrealistic. Teacher education needs to be seen as something where **foundations laid in the initial phase** continue to be built thereafter” (NPG Report, 2012, p. 17).



National Partnership Group (NPG)



National Implementation Board (NIB)

Government commissioned **REVIEW** of Teacher Education in Scotland

Publication of 'Teaching Scotland's Future' (January, 2011)

Scottish Government Accepted and set up NPG

NPG Reported (September, 2012)

Government set up National Implementation Board (NIB) (November, 2012)



Diversity in Policy-Making

Policy community: small and close knit (Humes, 1988; McPherson & Raab, 1984) – still the case today?

BUT involves a surprising number of bodies in consultation phase

The Scottish policy process is seen as **consultative, participatory, inclusive and democratic (Menter & Humes, 2008)**

Extraordinarily **messy, fluid, ‘there but not quite there’, complex and slow...** but a necessary phase of **Scottish** policy development?



Chaos, Ad-hocery and Mess in Policy-Making

(Ball, 1993, 1992)

“Policy texts are **not closed**, their meanings are neither fixed nor clear, and the carry over of meanings from one policy arena and one educational site to another is subject to

interpretational slippage and

contestation. These texts are part of a *policy cycle* consisting of significantly different arenas and sites within which

a **variety of interests** are at stake”



Actor Network Theory (ANT)

(Fenwick & Edwards, 2010; Latour, 2005; Law, 1999)

“is a disparate family of... **tools, sensibilities and methods** of analysis that treat everything in the social and natural worlds as a **continuously generated effect of the webs of relations** within which they are located.”



Using ANT to understand Policy

“**Powerful actors** – whether dictators, myths, quarks or educational policies – become powerful through making numerous **connections** with others... They are all assemblages of disparate things: bodies, texts, tools and desires held together through **fragile ties** that demand a great deal of work to maintain them.”



What happens to a policy text as it enters a policy network?

Useful concepts for policy analysis:

Translation Model of Change (Latour 1987; Callon, 1986)

Token (Gaskell & Hepburn, 1998; Edwards, 2012) = Policy Agenda in 'Teaching Scotland's Future'

Network = NPG and NIB (but more complex, multiple and dynamic than this suggests)



Follow the path of the token through a network

1. What parts stay the **same**?
2. What parts are **modified**?
3. What parts become **silenced**?



Democratic Network Governance

(Sorenson & Torfing, 2008; Rhodes, 2006)

Increasing democracy...

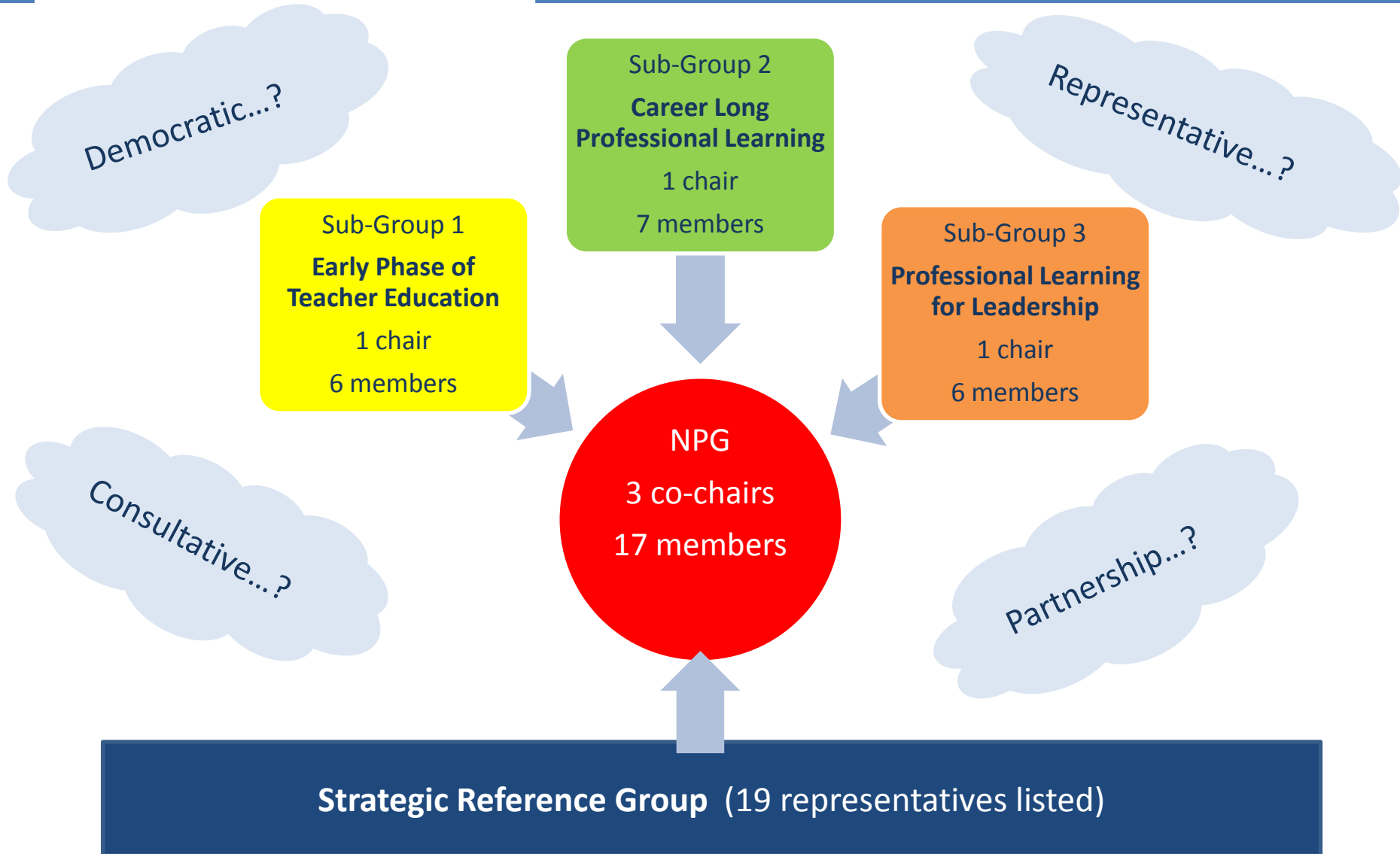
- Affected actors invited to participate in the **decision-making process**
- But a networked polity hides a multitude of democratic problems...

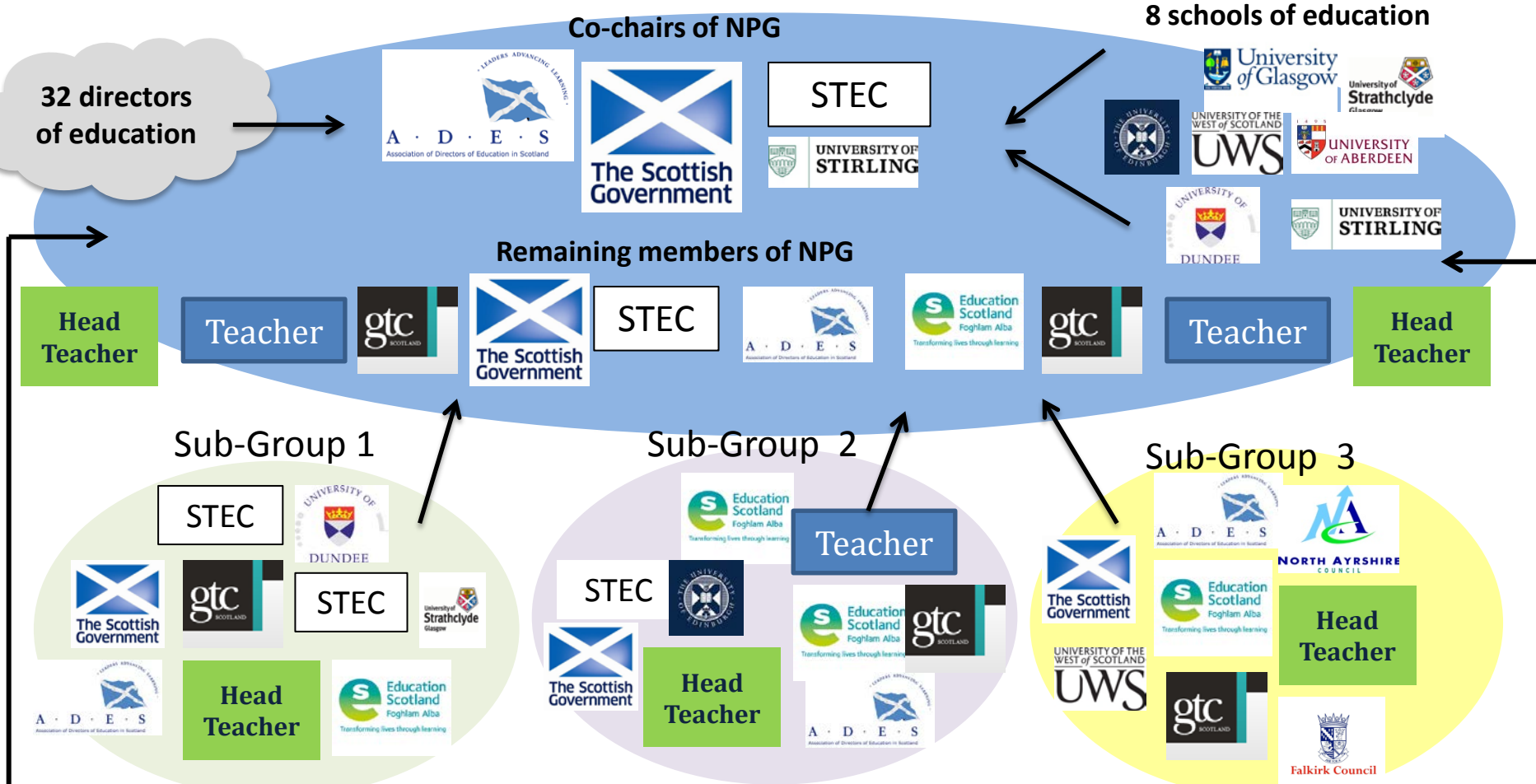
Policy Network

- Bargaining/ negotiation between actors
- Actors are *interdependent*
- **Policy becomes diversified**
 - Draws on **expertise**
- Builds common **ownership** (crucial for policy implementation)

This framework leads us to some important questions...

Who is chosen to participate and **who does the choosing?** Who is **missing?** Who makes the **decisions?** Whose **voice** is heard? Where is the **'power'**?





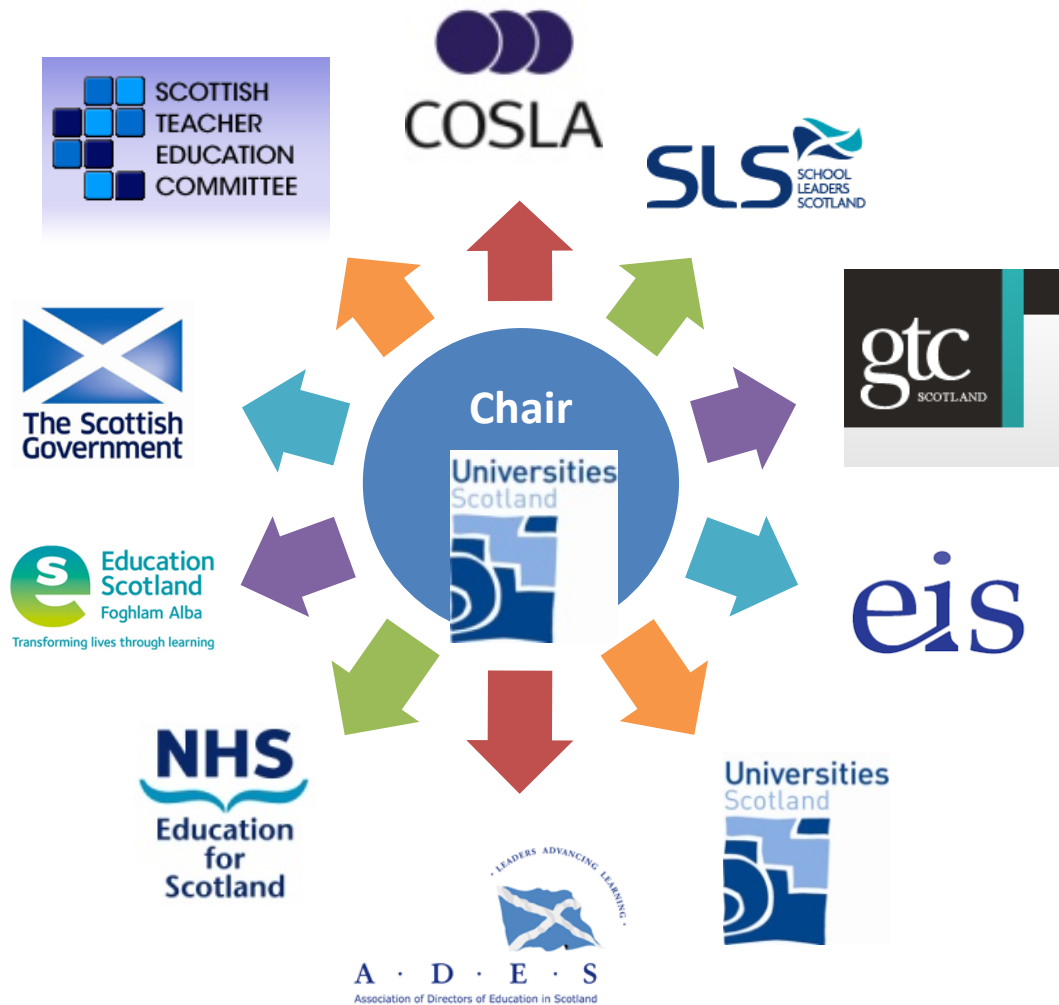
Strategic Reference Group

- Scottish Social Services Council
- Dyslexia Scotland
- SQA
- A · D · E · S
- the National Parent Forum of Scotland
- Children in Scotland
- ndcs
- BORD NA GAIDHLIG
- eis
- SSERC
- SCILT
- International Development Education Association of Scotland (IDEAS)
- SLS
- AHDHS
- Scotland's Colleges
- SCIS



National Implementation Board (NIB)

Aim: Implement recommendations from the NPG



Adviser to the NIB: Prof. Graham Donaldson



Global and Local Actors

“who you are in Scotland is far more important than what school you attend...”



Travelling Policy and Policy Borrowing...



Yes



Vernacular Globalisation (Ozga & Lingard, 2007): *global forces mediated by local and national history and politics*; ‘distinctive admixture’ (Menter & Hulme, 2011)



Some preliminary findings...

1. Conservatism and resistance to change:
Local Actor works to constrain

“there was an opportunity to think radically and they chose not to”

“...It was just so, let’s keep it the same and not change it”

2. Too much focus on representation

“the focus.. was representation of specific groups, and not always on having the right person in the group...”

“the thing about partnership is that representation becomes the issue”



Where is the real policy made and who is invited to participate?

“Those meetings [strategic reference group] were pretty unsatisfactory to be honest in my view. **They were more symbolic than substantive.** That was almost inevitable.”

Interviewee was a central member of NPG who was heavily involved in the entire process

“We didn’t have the conversations we always should have had. It was usually that there were ‘**other**’ meetings”



How are diverse categories of students represented in the policy process?

" I think we [voluntary organisations] felt at times that we're slightly marginalised...

" ...sometimes people can forget about those other partners... although in a lot of Scottish stuff, government policies, you know, the rhetoric is always in support of the third sector, sometimes that can be lost in practice... I think it's very important that that side isn't lost."



Career-Long Professional Learning: Barriers to Implementation

Representation of teachers as actors in the network

We can see **holes in the process**:

actors not enrolled in the network during consultation stage (e.g. EIS)

Limited enrolment of teachers – importance of **ownership**

Understanding and interpretations of key concepts =
inconsistent language



Career-Long Professional Learning: Barriers to Implementation

"I suppose one of the challenges for us from the beginning was that because **teachers weren't involved in the middle stage of it...** there are probably things that might have been written differently if we'd been directly involved from the very outset."

"And I think the really worrying thing is that the vast majority of teachers, if you said to them, **'what is Teaching Scotland's Future?'** they genuinely wouldn't know."

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Thanks for listening! Any questions?

Acknowledgements

Professor James Conroy (University of Glasgow)

Professor Graham Donaldson (University of Glasgow)

Professor Ian Menter (University of Oxford)

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