

ICEA REPORT 2018

This report contains the following sections:

1. Executive Summary and recommendations
2. Background
3. Policy context and developments
4. Impact of the ICEA on policy development and the reform programme
5. Structural change
6. Capacity building
7. Cultural change
8. Reflections: Opportunities and risks for the Scottish education system

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EXECUTIVE SUMMARY

1. This is the first formal report of the International Council of Education Advisers (ICEA) following the initial two-year period of our appointment. It sets out the ICEA's consideration of the challenges involved, the analysis of key policy issues, and suggestions for the action required to make Scotland's education system even stronger, and of a world class standard.

2. The ICEA recognises the consideration given by the Scottish Government to our [initial report](#) (published in July 2017) in the development of its education reform programme, and we are supportive of the direction that the current reform process is taking. [We The ICEA commends](#) the central policy aspiration of raising achievement and securing equity for every child, irrespective of context, setting, or background.

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3. Throughout our discussions with the First Minister and Deputy First Minister, the ICEA has been clear that addressing cultural change, capacity building, and structural change were ~~the~~ key elements of securing meaningful improvements in Scotland's education system. [We also identified three priority areas where the ICEA felt the Scottish Government needed to concentrate its efforts; improving pedagogy for specific subjects, developing effective leadership, and ensuring a culture of collaboration exists.](#)

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3.4. ~~The ICEA notes it is encouraging that so much progress has been achieved by the collaborative efforts made~~ [collaboration and co-operation](#) between different components of the education system, in working towards a clear common purpose.

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We encourage all elements of the system to continue in that vein.

4.5. The ICEAWe also encourages the Scottish Government to consider ~~the whether~~ implementation of its reform programme ~~can continue to be achieved by the same collaborative approach which has made such significant progress~~ so far, and to keep ~~to a minimum~~ any legislative interventions ~~to a minimum~~.

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Key strengths of the Scottish education system

5.6. The Curriculum for Excellence (CfE) remains forward-looking and is the cornerstone of educational transformation in Scotland.

6.7. Recent structural changes, including the establishment of the 6 new Regional Improvement Collaboratives (RICs), ~~are designed to have~~ established a platform for improvement. There is a clear vision for Scottish education set out in the National Improvement Framework, and a whole system focus on equity and excellence. There are many countries where excellence is achieved at the expense of equity, therefore, the ICEA would wish to commend the Scottish Government for its dual focus on excellence and equity, which is now ~~central to at the epicentre of~~ policy formation and policy implementation within the Scottish education system.

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7.8. The measures taken through the Scottish Attainment Challenge and Pupil Equity Funding are supporting the ~~clear~~ direction that has been established in Scottish education to pursue excellence and equity for all, and to create a greater sense of empowerment within the education profession. Teaching is a well-established and respected profession in Scotland, and we welcome the ~~recent~~ increase in teacher numbers, rising to 51,513 in 2017 as a positive step. The challenge now is to make use of the huge potential and energy that exists within

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Scottish schools, and to ensure that teachers are well supported. It is important to find a way of supportingreleasing that energy and passion, trusting in the professionalism of teachers, while providing the support necessary to enable them to carry out their job effectively.

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8.9. There is also a clear focus on health, well-being and employability. These aspects are important in supporting children and young people to develop fully in school and in their post-school destinations, including ensuring each person shaping a future workforce that has a wide range of employment choices, irrespective of background, and the personal capability to self-manage and to be resilient within a rapidly changing world.

9.10. There is also clear encouraging evidence that outcomes for young people are improving year on year, and the proportion of young people in the most deprived areas getting one or more qualifications at SCQF levels 4, 5 and 6 (National 4, National 5 and Highers) is increasing faster than those in the least deprived areas, as evidenced below in Official Statistics published by the Scottish Government in the Summary Statistics for Attainment, Leaver Destinations and Healthy Living, and set out in Annex B.

Comment [u14]: Council member - Not a particularly high bar if excellence is a genuine goal

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10.11. On each of the measures in the tables in Annex B above, the attainment gap decreased over the five academic years to 2015/16. These are encouraging indicators of progress; however, further narrowing of performance gaps is essential in future. The current narrowing of the gap was driven by increases in the attainment

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of leavers from the most deprived areas (SIMD20). The attainment of leavers from the least deprived areas also increased over this period but to lesser extent (and from a higher baseline level). There remains, however, a significant challenge to raise the overall level of performance for all young people.

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Recommendations

11.12. Over the course of the first two years of the ICEA, we have, in discussion with the First Minister and Deputy First Minister, made a number of recommendations as to how excellence and equity can be strengthened in Scotland's schools. The ICEA welcomes the fact that the Scottish Government has taken these recommendations into account and is using them to implement policies that will secure improvements in the Scottish education system, and to establish a school and teacher led education system designed to empower the workforce, parents, pupils and communities. The ICEA recommends that the Scottish Government through its current and forthcoming education policies would see the linkage between equity and excellence and take more systematic steps to strengthen fairness, inclusion and equity through ongoing investments in excellence.

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Comment [u18]: Secretariat – As this is a new recommendation that appears in the Executive Summary, it will need to be reflected in the body of the text. I can't see it reflected anywhere so I suggest putting it in the section on the Scottish Education Development Programme, but I'd be grateful if you could confirm that you are content with that suggestion.

Comment [u19]: Council member

12.13. This report contains a number of further recommendations that we believe can help Scotland to continue to build a world-strengthen its class education system. The ICEA commends the Scottish Government for its continued support of CfE and notes the considerable progress being made with CfE in many Scottish schools. It is however important to retain the vision and holistic approach of CfE, alongside the drive to deliver the specific measures set out in the National Improvement Framework (NIF) to secure improvement in Scottish education. It is important that

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the ~~reform ongoing programme, and its various parts~~developments of Scottish education system, do not lead to a narrow view of education and schooling that limits the aspirations of CfE. The ICEA also recommends that the Scottish Government would shift the terminology used in the future improvement of education system from 'reform' rhetoric to language of improvement and change.

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Comment [u23]: Secretariat – This new recommendation is reflected in para 45.

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Specific recommendations

The Scottish Government should:

1. Consider how the existing **reforms policies and improving the education system**, and those in the future, support the **full** aspirations of CfE so that young people in Scotland can continue to fulfil their potential.

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2. Develop the skills and attributes of the 4 capacities of CfE **→ successful learners, confident individuals, responsible citizens, effective contributors** - and **pursue** set them alongside the important NIF priorities.

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3. Consider exactly how improvement in the health and well-being of young people is **defined measured**, gauged, and evaluated so that any progress can be clearly established and validated, **and that any such evaluation methods that may negatively affect what is measured should be avoided**.

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3.4.

5. Continue the work being taken forward as a result of the Attainment Scotland Fund, ensure **that** it is sustained within the system. **In addition, to** and capture examples of how it is being used most effectively, within schools in different settings, to share as important additional guidance to schools.

Comment [u31]: Council member

4.

5.6. **Take more systematic steps to strengthen fairness, inclusion and equity through ongoing investments in excellence**

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6.7. Consider how to ensure that the current **reforms policies and related improvement efforts**, and those in the **future**, are **sufficiently contextually nuanced and contextually embedded**.

Comment [u33]: Council member

Comment [u34]: Council member - Too opaque

Comment [u35]: Secretariat - This also appears in paragraph 45. If you would like to reword the recommendation, it will need to be reworded there too.

7.8. Set out an explicit theory of change that underpins and supports the current strategies and approaches to educational improvement/ reform programme/ education policy, as this will help to identify the conditions that need to be in place in order for the aims of the country's educational reform improvement programme to be achieved.

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8.9. Ensure the reform programme/ education policy framework/ educational development and improvement together with CfE provides the conditions necessary to deliver/ move towards an empowered, and self-improving learning system.

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9.10. Actively consider whether full further development and deepening of the implementation of its future approaches to educational improvement reform programme/ education policy programme can be achieved by the same collaborative approach that has achieved the significant progress that has been made to date, rather than pursuing a more legislative approach.

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10.11. Focus on capacity building and cultural change in the next phase of policy formation and implementation, building on the good work done on structural reform to date.

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11.12. Consider three key policy imperatives for the next phase of improvement/ reform that will help to create a self-improving learning system. These are: professional empowerment, responsibility, and ownership.

Comment [u49]: Secretariat – amended to make it and the recommendation in the body of the text consistent.

Comment [u50]: Council members

13. Formulate a detailed implementation/ education development plan implementation plan for furthering educational improvement for the reform programme/ according to the agreed education policy framework, with co-ownership and engagement/ buy-in across the system that would ensure

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that each of the components could be sufficiently embedded and sustained for the benefit of future generations.

14. We also suggest that for the future the terminology would avoid using 'reform' and relying rather on 'improvement' or 'development' instead.

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12.

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14. ~~Work with~~ Ensure that Education Scotland and local government ~~to ensure~~ that work with the RICs to ensure that they have adequate capacity and resources, and that they are flexible enough and sufficiently motivated to support innovative ways of working that directly impact on learning and teaching.

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15. Provide funding and support for RICs to take forward regional pedagogical networks linked to teaching and learning to share and develop promising practices linked to CfE.

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13.

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14-16. ~~Work with~~ Education Scotland and local government to strengthen efforts across all RICs to continue to support ~~move~~ professional collaboration and trust in ~~and across~~ schools and classrooms.

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Comment [u62]: Council member

Comment [u63]: Secretariat – amended to ensure consistency between the body of the text and the Executive Summary.

BACKGROUND

~~13-15.~~ The International Council of Education Advisers (ICEA) was established in August 2016 by the First Minister, to advise Ministers and officials on the Scottish Government's priorities for education and on how best to achieve excellence and equity in the Scottish education system.

~~14-16.~~ The membership of the ICEA is made up of education professionals, academics and business experts with a range of knowledge and extensive experience of advising educators and governments on education leadership, school improvement and reform. Biographies of all 11 members are included at Annex A.

~~15-17.~~ The ICEA has two full meetings a year, where we are usually joined by both the First Minister and the Deputy First Minister. The dates and locations of the meetings, to date, have been as follows:

- 31 August and 1 September 2016 - Edinburgh
- 27 and 28 February 2017 - Edinburgh
- 20 and 21 September 2017 - Glasgow and Edinburgh
- 26 and 27 April 2018 - Inverness

~~16-18.~~ As well as discussions with Ministers and Education Scotland, at each meeting, [the ICEA](#) ~~has~~ held discussions with a variety of stakeholders involved in Scottish education including the Teacher Panel, the professional associations, teachers, and pupils from a number of different schools, and the new Regional Improvement Leads. [We also held a question and answer session at the Scottish](#)

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[Learning Festival, and presented at the National Improvement Conference in September 2017.](#) These discussions have helped to provide a rounded picture of

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Scotland's education system, which has informed [the ICEA's](#) consideration of how Scotland can continue to build a world class education system that delivers excellence and equity for all. At the final session of each meeting, we have had the opportunity to share our emerging conclusions and recommendations with the First Minister, and the Deputy First Minister.

[17-19.](#) This is the ICEA's first formal report following the initial two-year period of appointment. It sets out considerations of the challenges involved, analysis of key policy issues, and suggestions for the action required to make Scotland's education system even stronger and of a world class standard.

[18-20.](#) This ICEA report builds on the interim report, published in July 2017, and encapsulates all the advice that the ICEA has provided to the First Minister and Deputy First Minister since August 2016. It explores in greater detail the policy considerations and policy issues that we have deliberated upon during this initial two-year term of appointment, and it gives an overview of the evidence we've considered, and the advice we have provided. We have also set out some recommendations for the Scottish Government to consider.

POLICY CONTEXT AND DEVELOPMENTS

~~19.21.~~ Scotland was one of the first countries across the world to adopt a new approach to describing the aims of the school curriculum. Previously, it had adopted a conventional approach to describing the curriculum in terms of subjects or curriculum areas to be covered by pupils within a stage or period of schooling. The curriculum, although non-statutory, was followed by schools throughout Scotland.

~~20.22.~~ Following the establishment of the Scottish Parliament in 1999, a national debate was launched to guide future education policy. The conclusions of that debate led to a major rethink about the aims and purposes of the school curriculum ~~including. It led to~~ a significant move away from a curriculum based on coverage of defined subjects or areas, to one which sought to describe what young people should become as a result of their learning.

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~~21.23.~~ The new Curriculum for Excellence contained the aspiration for all children and for every young person that they should be successful learners, confident individuals, responsible citizens and effective contributors-. This fresh approach to describing the aims or purposes of the curriculum is also reflected in thinking about the curriculum internationally. The Melbourne Declaration in Australia, the aims of the curriculum in Singapore and aspects of the OECD's 2030 project, for example, reflect similar long-term aims.

~~22.24.~~ ~~These~~ long-term aims of education in Scotland were also reflected in a clear statement of the values that young people should develop in school. Wisdom, justice, compassion and integrity, the words which are inscribed on the mace of the

Scottish Parliament, were defined as being important aims for the personal development of all young people.

~~23-25.~~ The long-term aims underpin Scotland's Curriculum for Excellence. The recent OECD report on progress with the CfE reaffirmed the ambitious nature of these aims and they remain as the stated policy of the Scottish Government. As noted earlier, we welcome the continuing commitment of the Government to CfE, and will continue to consider its progress as a Council.

26. The ICEA recommends that the Scottish Government consider how the existing reforms education policies, and those in the future, support the aspirations of CfE so that young people in Scotland can continue to fulfil their potential. Consider how the existing policies and improving the education system, and those in the future, support the full aspirations of CfE so that young people in Scotland can continue to fulfil their potential.

Comment [u66]: Council member

Comment [u67]: Secretariat - I have replaced this to match the revised wording in the recommendations in the Executive summary

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~~24-27.~~

The National Improvement Framework

~~25-28.~~ Education policy and practice must inevitably respond to short-term pressures while continuing to pursue long-term aims for the country's young people. Reconciling the short and the long-term is one of the most difficult challenges facing governments. The Scottish Government has set out its vision for Scottish education in a National Improvement Framework (NIF). The NIF focuses on excellence and equity as the key drivers of policy and sets out four priorities for action:

- Improvement in attainment, particularly in literacy and numeracy;
- Closing the attainment gap between the most and least disadvantaged children and young people;
- Improvement in children and young people's health and wellbeing;
- Improvement in employability skills and sustained, positive school-leaver destinations for all young people.

26-29. Scottish Ministers have a statutory duty to review the NIF each year, and to publish an annual plan setting out the action they will take to close the poverty-related attainment gap. The most recent of these, the [NIF and Improvement Plan for 2018](#), was published in December 2017 .

27-30. A range of measures have been developed, and are set out in the 2018 NIF and Improvement Plan, to gauge progress towards these goals. The ICEA endorses the current aims for Scottish education and concurs that they are vital aspects of a short to medium-term reform programme for Scottish education.

28-31. As the NIF becomes embedded in schools, the ICEA offers a caution that there is a risk that the original ambitious aims of CfE will assume lesser visibility and importance. The ICEA proposes that that there is no inherent conflict between the 4 capacities of the CfE and the Government's excellence and equity agenda.

29-32. However, [the ICEA we notes](#) that it will be important for both policy and practice in Scotland to maintain a focus on the 4 capacities and the values of CfE, as the specific measures in the NIF are concurrently pursued. **The ICEA suggests, therefore, that the skills and attributes of the 4 capacities [of CfE – successful](#)**

learners, confident individuals, responsible citizens, effective contributors -

should be developed and pursued alongside the important NIF priorities.

This issue was also highlighted by the OECD report on progress with the CfE.

30-33. Part of the rationale for the introduction of the NIF was the lack of detailed data about the performance of the Scottish education system. As part of the NIF, a wide-range of additional information and data is now gathered and reported upon that can be used to support drive improvement forward. In terms of children and young people's progress from ages 4-15, the key outcome indicator is whether they have achieved the expected CfE Curriculum for Excellence level by the end of P1, P4, P7 and S3. This is based upon the professional judgement of teachers – a judgement that is based on the full range of evidence available to them. From the 2017/18 school year, this has included evidence provided by the Scottish National Standardised Assessments (SNSA).

31-34. SNSA give teachers a single, nationally developed, consistent set of standardised assessments, designed to reflect the way Scotland delivers education in Scotland, through Curriculum for Excellence and provide an objective and comparable measure of children's progress in aspects of reading, writing and numeracy.

32-35. The ICEA initially had reservations about the introduction of the tests that were shared with the Scottish Government. The ICEA notes, however, that the assessments are not “high stakes tests”, and the results do not determine any key future outcomes for young people, such as which school they go to, or whether they

Comment [u70]: Secretariat – inserted to match the revised recommendation in the executive Summary.

Comment [u71]: Council member

Comment [u72]: Council member - I am not sure where this comment or recommendation would go; this relates to what we've heard anecdotally about teacher confusion or feelings of lack of direction/knowledge in how to design and deliver a curriculum that reflects and helps students attain the goals of CfE. I think this ties into collaboration among and within schools that contain a clear focus on models and high quality approaches that reflect and attain the learning goals of CfE. This is why I don't know that I agree with statements like “much progress” has been made with delivering CfE without some sort of data that they could provide. In fact we are recommending that they take time to find, capture, and disseminate such models.

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Comment [u74]: Council member

can progress to the next level. There is no pass or fail, and [the ICEA notes that we welcome](#) this approach to assessment and its central interpretation [can be of and](#) formative use.

Comment [u75]: Council member

~~33-36.~~ The ICEA notes that these assessments should not be used in isolation and should not be viewed as a replacement for the ongoing assessment of children's progress which is central to CfE. The ICEA [notes the welcome](#) clarification over the holistic nature of these new assessments as ~~we had previously expressed the ICEA~~ [has](#) some reservations about national testing in the form of high stakes testing, [particularly for younger children](#).

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The National Improvement Framework Evidence Report

~~34-37.~~ The [NIF evidence report](#) is published annually and gives an overview of Scottish education and the context in which children and young people learn. It brings together available current evidence on achievement, attainment, health and wellbeing, and the wider education system, with a specific focus on differences between children living in the most deprived and least deprived areas. It aims to present an objective picture of Scottish education, based on a wide range of sources. The most recent report was published in December 2017. The ICEA welcomes the provision of a greater range of data that can be used for diagnostic purposes and future planning purposes.

~~35-38.~~ The ICEA recommends that the Scottish Government consider exactly how improvement in the health and well-being of young people is [defined](#) [measured](#), gauged, and evaluated so that any progress can be clearly

Comment [u79]: Secretariat – added to reflect the revised recommendation in the Executive summary.

Comment [u80]: Council member

established and validated. The ICEA also recommends that any such evaluation methods that may negatively affect what is measured should be avoided.

Comment [u81]: Council member

The Scottish Attainment Challenge

~~36.39.~~ The Scottish Attainment Challenge was launched by the First Minister in February 2015. It introduced the Attainment Scotland Fund providing additional resources for certain local authorities and schools to prioritise improvements in literacy, numeracy and health and wellbeing for those children adversely affected by the poverty related attainment gap in Scotland's primary and secondary schools.

~~37.40.~~ In 2017, Pupil Equity Funding was introduced to provide funding directly to schools, for headteachers to use at their discretion for additional staffing or resources that they consider will help close the poverty related attainment gap. 95% of schools in Scotland have been allocated funding for pupils in P1-S3 based on those known to be eligible for free school meals. Schools now have their plans in place for using their funding and will be implementing those plans.

~~38.41.~~ The ICEA ~~has~~ noted the interim evaluation report on the progress and impact of the Attainment Scotland Fund ~~which was~~ published on 16 March 2018.

~~39.42.~~ The ICEA notes the importance of this funding and the **significant progress** being made with the Scottish Attainment Challenge. It recommends that this work is continued and sustained **within the system, and it suggests** that the Scottish Government capture examples of how it is being used most

Comment [u82]: Council member

Comment [u83]: Council member

effectively, within schools in different settings, to share as important additional guidance to schools.

Scottish Education Reform Development Programme

Comment [u84]: Council member

40.43. The ICEA welcomed the opportunity to discuss Ministers' emerging plans for ~~reform-improving~~ education at our initial meeting in August/September 2016 which were formally launched as the Education Governance Review on 13 September 2016. The Review commenced with a clear view that decisions about individual children's learning and school life should be taken at the school level.

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41.44. At our subsequent meetings, we spoke to both the First Minister and the Deputy First Minister about the Government's proposed reforms, and a number of important themes emerged including:

- The importance of leadership and the strong message from teachers and headteachers that they want to be leaders of learning together with differing views on what was needed to enable them to fulfil that role;
- A high level of variability within the current system;
- The importance of professional development and support;
- A variability in the level of parental engagement and support;
- A desire for flexibility but a concern about variation;
- A focus on collaboration and on the barriers that could make partnership working difficult; and
- A desire for clarity and coherence.

42.45. This ~~reform~~ improvement programme led by agreed education policy framework aims to contribute to the achievement of excellence and equity in the Scottish education system by developing a school and teacher led education system which will empower the workforce, parents, pupils and their communities.

Comment [u86]: Council member

43.46. The ICEA notes that the language around the education ~~reform~~ development programme tends to be instrumental and largely aspirational. **While we approve endorses support the aspirations and the core components of the programme, in time the ICEA we would want to see a detailed implementation plan for furthering educational improvement with co-ownership and engagement buy-in across the system that would ensure that each of these components could be sufficiently embedded and sustained for the benefit of future generations. We also suggest that for the future the terminology would avoid using 'reform' and relying rather on 'improvement' or 'development' instead.**

Comment [u87]: Council member

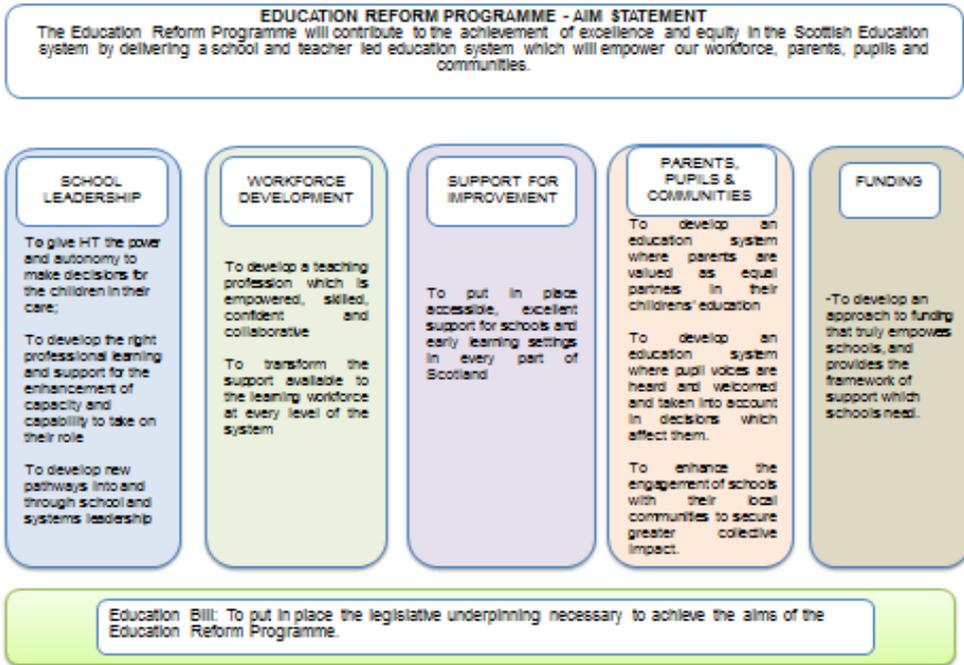
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Comment [u90]: Council member

Comment [u91]: Secretariat – amended to ensure consistency with Executive Summary.

Comment [u92]: Council member



44.47. The ICEA invites the Scottish Government to think about three aspects of their current **reform-education development** programme. **Firstly, how far are the current reforms-policies and related improvement efforts, and those in the future,** sufficiently contextually nuanced and contextually embedded? **Secondly, is there an explicit theory of change that underpins and supports the current reforms-policies-strategies and approaches to educational improvement,** which will help identify the conditions that need to be in place **in order** for the aims of the **educational improvement-reform** programme to be achieved? **Thirdly, could the educational development and improvement pre-reform-development** programme, together with CfE, provide the conditions necessary to **move towards-deliver** an empowered, and self-improving **learning system?**

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Comment [u94]: Council member

Comment [u95]: Secretariat – amended to reflect the revised recommendation in the Executive Summary

Comment [u96]: Council member

Comment [u97]: Secretariat – amended to reflect the revised recommendation in the Executive Summary.

Comment [u98]: Council member

Comment [u99]: Secretariat – amended to make it and the revised recommendation in the Executive Summary more consistent

45-48. We are mindful of our previous advice to the Scottish Government, that its ~~reform~~ education development programme should establish a careful balance between changing culture, enhancing capacity, and ~~reforming~~ developing structures.

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Comment [u101]: Council member

The ICEA, therefore, encourages the Scottish Government to actively consider whether further development and deepening of the full implementation of its future approaches to educational improvement/~~reform~~ education development programme can be achieved by the ~~same~~ collaborative approach that has achieved the ~~significant~~ progress ~~that has been~~ made to date, rather than pursuing a more legislative approach.

Comment [u102]: Council member

Comment [u103]: Council member

Comment [u104]: Secretariat – revised to ensure the recommendations here, and in the ES are consistent.

46-49. The ICEA believes that a policy focus on leadership, pedagogy, and collaboration are significant strengths within the current ~~reform programme~~ education policy framework. If there is also more emphasis placed on capacity building, the focus on leadership, pedagogy and collaboration should lead to real improvements at school and system level.

Comment [u105]: Council member

47-50. We suggest therefore that upcoming activity should focus on capacity building and cultural change. In large scale educational changes after a period of considerable pace and scale of transformation – as has been happening in Scotland – there is also a need for a subsequent period of consolidation to go deeper on ensuring and supporting quality implementation. The structural changes that were required to secure and sustain change are now in place, or underway, so there should be a shift in focus to capacity building imperatives that will contribute to deep and lasting cultural and practical change within the system.

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Comment [u108]: Council member

51. ~~In order to~~ To make this shift effectively, the ICEA proposes three key policy imperatives for the next phase of reform-system's improvement that will help to create a self-improving system. These are: professional empowerment, responsibility, and ownership.

Comment [u109]: Council member

52. Professional empowerment: While initial large-scale educational reforms for a whole country often require clear direction from the centre in national government; to move to sustainable quality implementation requires a shift to professionally-led educational improvements within and across classrooms, schools and local authorities.

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53. Responsiveness: Empowered education professionals and policy-makers are also highly alert, adaptive and responsive to local needs, priorities, changes and challenges.

Comment [u111]: Council member

54. Ownership: Putting the above together – empowerment of all involved and responsiveness to professional judgement and evidence – is vital to developing the co-ownership that is essential to realise the ambitions of excellence and equity for all learners and the priority to close the historical and persisting poverty-attainment gap in Scotland. It is important that Scotland's education system is both world-leading and also uniquely and appropriately Scottish.

Comment [u112]: Council member

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55. The ICEA believes that these three imperatives will deepen and consolidate the move towards a self-improving education system in Scotland. These three aspects are mentioned throughout the report as part of our reflections on how the Scottish education system can reach that goal.

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48-56. In moving forward, the goals of CfE for successful learners, confident individuals, responsible citizens and effective contributors need to be valued, recognized and supported for the adults that work in Scotland's education system, in order to create professional empowerment, responsiveness and ownership to serve Scotland's children and young people.

Comment [u113]: Council member

Regional Improvement Collaboratives

49-57. A commitment to Regional Improvement Collaboratives was announced as part of the original governance review proposals. The ICEA notes the work that the Scottish Government has done in partnership with local government and Education Scotland to develop and to take forward arrangements for their establishment.

50-58. There are six Regional Improvement Collaboratives, The Northern Alliance, The Tayside Collaborative, the South West Collaborative, The South East Collaborative, and the Forth Valley and West Lothian Collaborative. Each Collaborative is led by a Regional Improvement Lead, employed by one of the local authorities in the region. The Regional Improvement Collaboratives are intended to bring a collective focus to driving continuous and systematic improvement, particularly in relation to closing the attainment gap. It is anticipated that they will demonstrate, strengthen and support collaborative working, innovation and the sharing of best practice within, between schools and across the education system.

59. The ICEA recognises the potential of the ~~is supportive of the~~ development of the Collaboratives ~~for as a potentially powerful~~ capacity building ~~mechanism~~, and as a source of lasting cultural change within the system. It notes, however, that the work

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of the Regional Collaboratives is still in the early stages but that evidence of impact on learners should be sought as the collaboratives become established.

Comment [u115]: Council member

51.60.

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~~Building a guiding coalition~~ Collaborating nationally to lead improvement

Comment [u116]: Council member

~~52-61.~~ The Scottish Government's ~~reform-education~~ development programme provided the opportunity to review and rationalise the existing structures and governance arrangements and a chance to reflect upon Scottish education policy. One of the outcomes was that the Scottish Government established the Scottish Education Council (SEC) as the key forum for oversight of improvement in education in Scotland, as defined by the NIF.

Comment [u117]: Council member

~~53-62.~~ The SEC is chaired by the Deputy First Minister and brings together young people, education leaders and representatives from local authorities and the teaching profession. The role of the SEC is to work collaboratively to ensure that there is a system-wide focus on improvement and to agree priorities for improvement activity and delivery.

~~54-63.~~ The establishment of the SEC saw the disbanding of the Curriculum for Excellence Management Board and its supporting structures i.e. the CfE Implementation Group and Assessment and National Qualifications Group; as well as the National Improvement Framework Strategic Group and the Scottish Attainment Challenge Advisory Group. In their place, the tier beneath the SEC now comprises the new Curriculum and Assessment Board, and the existing Strategic Board for Teacher Education.

~~55-64.~~ The ICEA welcomes this new development and we look forward to meeting SEC members in due course. We note, however, the importance of not over

cluttering the middle tier, and ensuring the responsibilities for action, for each of the new bodies, are clear [and do not overlap](#).

**IMPACT OF THE ICEA ON POLICY DEVELOPMENT AND ~~THE REFORM~~
PROGRAMME IMPROVING THE SCOTTISH EDUCATION SYSTEM**

Comment [u118]: Council member

~~56-65.~~ At the first meeting on 31 August and 1 September 2016, the ICEA gathered a wide range of information about education in Scotland to enable us to offer well-informed advice to Ministers. The ICEA consequently focused our initial work on examining three key themes:

- Capacity building in educational leadership and professional learning.
- Building collaboration and collective responsibility in Scottish education.
- What works educationally to close the equity gap.

~~57-66.~~ These themes were the focus of our second meeting, after which the ICEA produced its initial report identifying three priority areas where the ICEA felt the Scottish Government needed to concentrate its efforts in order to deliver the improvements set out in the National Improvement Framework, whilst retaining the vision and holistic approach of Curriculum for Excellence.

~~58-67.~~ The three priority areas were:

- Improving pedagogy for specific subjects, using clear evidence to identify what works in the classroom

- Developing effective leadership at all levels in Scottish education – unleashing untapped potential within the system
- Ensuring a culture of collaboration exists throughout Scottish education, at classroom, school, regional and national level.

~~59-68.~~ The ICEA welcomes the fact that the Scottish Government has taken the recommendations from the ICEA into account and is using them to implement policies that will secure the achievement of excellence and equity in the Scottish education system, and to establish a school and teacher led education system designed to empower the workforce, parents, pupils and communities.

Pedagogy

~~60-69.~~ Our initial report highlighted the need to focus on pedagogy at the centre of schools. There is a risk of becoming too focused on evidence based interventions for the poverty-attainment gap without also consistently making sure, and it is crucial to have learning and teaching at the forefront of everything that is being done to ensure excellence and equity in Scottish education. The ICEA consider that there is a clear need for a better understanding of what pedagogy looks like within Scotland's schools, what is working and what the areas of difficulty are to inform sharing of good pedagogical practices and to provide professional learning and resources to support pedagogical development.

Comment [u119]: Council member

Comment [u120]: Council member

~~61-70.~~ It is extremely positive-very encouraging that the need to improve pedagogy is now informing the work that Education Scotland is doing to support and drive improvement in education in Scotland, with the intention of re-engaging the country

Comment [u121]: Council member

Comment [u122]: Council member

in a discussion around pedagogical approaches. [Scotland has also taken advanced steps in bringing free outdoor play closer to all children, especially in its urban neighbourhoods](#). Collaborative support for pedagogy [and play-based learning](#) is fundamental to the new role of Education Scotland, and much of the work will be delivered through the Regional Improvement Collaboratives ~~with teams of professionals~~ who ~~will~~ [should](#) have the singular focus of helping teachers to improve their practice.

Comment [u123]: Council member

Comment [u124]: Council member

Leadership

~~62.71.~~ In terms of leadership, in our initial report, the ICEA recommended that the Scottish Government consider:

- ways of making the teaching profession, particularly entry into leadership roles, more attractive, through a clearer career progression;
- how to make use of high-performing teacher leaders within schools e.g. creating a system of peer support role to support and mentor other teachers; and
- establishing clear, broad and multiple career pathways for teaching professionals, and to look at ways for teachers to contribute to leadership practices while remaining in the classroom.

~~63.72.~~ [The ICEA We notes](#) that the Scottish Government continues to work with the teaching profession and other partners (including Education Scotland, GTCS, further and higher education institutions and specialist groups) to develop new career pathways for teachers allowing greater opportunities for development and

progression into leadership, specialist, or improvement roles. This policy direction has been agreed jointly with the teacher unions as part of Scotland's country commitments for the International Summit on the Teaching Profession (2017 and 2018) and will be taken forward by an independent panel linked to the Scottish Negotiating Committee for Teachers.

~~64. Another consistent theme in the advice the ICEA have provided to the Scottish Government has been the need to ensure a school, and teacher led education system. The ICEA have consistently emphasised the importance of capacity building and cultural change, at all levels in the education system and these themes run throughout this report.~~

Comment [u125]: Council member

Collaboration

73. In our initial report, the ICEA stated that collaboration among teachers and schools was uneven and was not sufficiently ingrained throughout the education system in Scotland. The ICEA reflected on collaborative improvement initiatives and cited the Northern Alliance and the Tayside Strategic Collaboration as promising examples of partnership activity. We suggested that such examples needed to be developed further, and potentially shared throughout the country. We note the potential of the 6 Regional Improvement Collaboratives, to embed collaboration for improvement across the whole of Scotland.

Comment [u126]: Council member - These were cited to us – we do not know if they are successful.

Comment [u127]: Secretariat - The ICEA cited these examples in your initial report, and also in the minutes of the second meeting.

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~~74. Scotland has a strong track record of collaboration and consensus in implementing education policy, as was evidence by the delivery of CfE. We~~

recommend, therefore, that this collaborative approach should be the main focus of education system improvement.

Comment [u128]: Council member

65.

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~~66.75.~~ Throughout our discussions with the First Minister and Deputy First Minister the ICEA has we been clear that in order to secure meaningful improvements in the three priority areas outlined above (pedagogy, leadership and collaboration), the Scottish Government would have to address structure, culture and capacity. In its considerations thus far, the ICEA has put forward a range of advice to the Scottish Government which fall under these three broad headings. While it is recognised that structure, culture and capacity are inter-related, their separation in the upcoming sections of this report aims to help guide the Scottish Government's thinking.

~~67. Scotland has a strong track record of collaboration and consensus in implementing education policy, as was evidence by the delivery of CfE. We recommend, therefore, that this collaborative approach should be the main focus of reformed education system improvement.~~

Comment [u129]: Council member

STRUCTURAL CHANGE

~~68-76.~~ The ICEA notes that in term of structural improvements, the core building blocks, within the current reform agenda and the necessary pre-conditions are now in place. The RICs are emerging as a new and potentially powerful infra-structure. They have begun to establish ways of working and are providing a focus for debate and promising platforms for local innovation and change. The ICEA welcomes the joint development of the RICs by national and local government and Education Scotland.

~~69-77.~~ The ICEA notes, however, that the RICs are relatively new, and that it will take time to fully establish them as a new and dynamic platform for improvement and collaborative capacity building within the system. The ICEA also notes that the RICs are at very different levels of functioning and development, and vary considerably in size and structure. In time, however, we advise that all the RICs should be providing additional capacity, within the system, to support sustainable innovation and collectively charged change.

~~70-78.~~ **While the RICs have the potential to support system self-improvement, this will be achieved only if they are adequately resourced. We note that the RICs also need to be flexible enough and sufficiently motivated to support innovative ways of working that directly impact on learning and teaching. [We recommend funding and support for RICs to take forward regional pedagogical networks linked to teaching and learning to share and develop promising practices linked to CfE.](#)**

Comment [u130]: Council member

~~71.79. We endorse the establishment of the RICs, and concur that they are moving in the right direction with the right components.~~ There are 7 key issues regarding the

Comment [u131]: Council member

RICs, however, that the ICEA wishes the Scottish Government, working in partnership with local authorities and Education Scotland, to consider:

Issue – 1. How to increase the pace and quality of the innovative work within the RICs so that there are clear, positive outcomes for learners?

Issue -2 As the RICs develop what structures and processes will optimise the movement of instructive practice, innovation and ideas between them?

Issue -3 How can we ensure that all professionals, agencies and other assets are aligned within and between the RICs to achieve the collective impact necessary to realise the aspirations of the Collaboratives?

Issue -4 How to ensure that the RICs are working optimally and are evaluating their own impact? What partners need to be engaged to ensure that this is a rigorous process?

Issue 5- Given that incentives can kick start and accelerate progress what additional resources will stimulate focused activity and increase pace|?

Issue 6. What forms of networked accountability are necessary to foster joint responsibility within the RICs?

Issue 7- Given that ownership of reform is a key dimension of successful change what is the optimal role for local authorities, Scottish Government and Education Scotland in supporting the development of the RICs?

72-80. There are some potential drawbacks with structural change on this scale that we feel are worth highlighting to the Scottish Government. These include the possibility of structural disconnection and dissonance as various changes are introduced within the system simultaneously. Hence, the ICEA suggest that the process or processes of policy implementation need to be streamlined and clearly connected and there is a need to maintain policy coherence, as various waves of reform are put in place, and to clearly communicate the alignment between core policy priorities at all levels in the system.

73-81. [WeThe ICEA](#) notes the need for consistent messages about the purposes and processes of structural change going forward. The ICEA suggests that a clear and consistent narrative of change is needed with a clear account of implementation. The ICEA notes that cohesion and clarity is particularly important at this stage in the reform process. The ICEA suggests that the language [and actions](#) of 'delivery' needs to be adjusted so that it is more aligned to the principle of the self-improving school agenda in Scotland i.e. premised on professional empowerment, responsibility, and ownership.

Comment [u132]: Council member

74-82. In their report, the OECD suggested moving from a centrally managed system to an empowered system.

“We call for a strengthened “middle” operating through networks... within and across local authorities... to create coherent and cohesive cultures of system-wide improvement.”

(OECD, 2015: 15)

~~75-83.~~ The roots of this transformation can be traced back to 2013 and the work of the [School Improvement Partnership Programme](#) and other collaborative improvement efforts. Current reforms are building on these foundations and we note that the current policy direction is supporting and reinforcing this policy direction and ambition. We also note, however, that as the structural changes are embedded, there is commensurate need to address issues of capacity building and positive cultural change.

~~76-84.~~ The ICEA observes that Scottish education has a clear sense of the need for deep structural and cultural change across the education system. The priority of achieving excellence and equity for all young people in a society where noticeable academic achievement differences exist between young people experiencing poverty and those of other social classes represents both a moral and professional imperative for change.

~~77-85.~~ It is clear to us, from our meetings with various members within Scottish education — local education authorities and now Regional Improvement Leads, headteachers, and teachers — that the broad education system and its many sub-communities value and are working toward the desired structural and cultural shift of

greatly reducing the academic achievement gap through building capacity throughout the system.

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CAPACITY BUILDING

~~78-86.~~ [The ICEA](#) acknowledges that schools do not necessarily or automatically improve because of the new policies and the programs they adopt, but that capacity building is also necessary at all levels in the system. The Scottish Government has rightly decided to use capacity building as a primary means of school and system improvement.

~~79-87.~~ The Scottish education system aims to be a self-improving system. This will require effective capacity building based upon a culture of collaboration. The ICEA recognises that if the school system in Scotland is to improve, there must be an investment in developing people. In this regard, the ICEA commends the Scottish government for the financial investment it has made towards professional learning and human development [while recognising that there is continuing need to support the development of the teaching profession](#).

Comment [u133]: Council member

~~80-88.~~ The Scottish Government has, [since its acceptance of the Teaching Scotland's Future report in 2011,](#) been working to develop many of the key components that result in system wide capacity building. We welcome the Scottish Government's proposals for a Headteachers' Charter which will empower headteachers so that decisions that most affect children and young people's outcomes are made in a collaborative way at the school level. The ICEA also welcomes its continued focus on leadership and leadership development along with its commitment to the best use of high quality evidence.

Comment [u134]: Council member

~~81-89.~~ The ICEA~~We~~ notes the progress being made regarding the development of leaders at all levels. The ICEA was~~We were~~ already familiar with work of the Scottish College for Education Leadership (SCEL) and in our first meeting with the First Minister commended the work it was doing. SCEL is now part of Education Scotland, and is taking forward an enhanced leadership development offer and is extending its work to encompass wider professional learning needs across Scotland. This additional emphasis upon, and investment in professional learning, will ensure that ~~headteachers, and other~~ education leaders within the school system, have the support and professional development required to make the most of their new powers and to ensure they are able to maximise the impact they have on children and young people.

Comment [u135]: Council member

Comment [u136]: Council member

~~90.~~ Ultimately, the success of the Headteachers' Charter and further empowerment of schools will be intrinsically linked to appropriate leadership development and building leadership capacity across the system. However, empowering headteachers and creating more professional pathways are only the first steps. The structural changes ought to develop a leadership pipeline that flows smoothly and in a sustainable manner. That means that the Scottish Government has to consider how, in the medium to long term, its education system could have the right people at the right places in the right numbers at the right time. This is to be achieved for all the pathways and at different levels, not just at the headteachers' level.

Comment [u137]: Council member

~~82-91.~~

83-92. It is clear to the ICEA that the the efforts hitherto to put in place capacity building measures are in the right direction ~~right capacity building measures are now in place~~ to create the necessary cultural shifts within the Scottish education system. The challenge is how to embed these measures deeply, in order to secure long-term positive outcomes for children and young people in Scotland.

Comment [u138]: Council member

DRAFT

CULTURAL CHANGE

84-93. The ICEA observes that embedded within Scottish education are important educational beliefs and values. The ICEA notes these values and beliefs as special to the culture of Scottish education and it encourages Scottish educational leaders to create a stronger narrative around these goals which can then permeate the thinking and innovative practices in every classroom across Scotland. Equity and excellence for all, rather than the narrative of closing/reducing the poverty related attainment gap, should encapsulate the vision, mission, and culture of Scottish education. And again, the narrative about Scottish education should be built on teacher and leader agency and professionalism, improvement and change, not on technical terminology of delivery, reform and implementation. It is important also that high quality teaching and learning to support all students and to realise CfE is developed and shared across all classrooms and schools. National, regional and local networks with, by and for education professionals are vital to develop, share and apply improved pedagogy.

Comment [u139]: Council member

Comment [u140]: Council member

85-94. The ICEA notes that the creation of robust and flexible tools and other supports for changing cultures, like the CfE and increased Pupil Equity Funding (PEF) provide key resources within the school system. These can be used to work towards strengthening the culture in which values, beliefs, and practices are all united around around equity and excellence for all, part of which will manifest in the goal of closing the attainment gap.

Comment [u141]: Council member (I think)

86-95. Cultures can be hard and slow to change. Not only must the majority of educational stakeholders share the priority of equity and excellence for all (broadly

defined) as a moral and educational imperative, they must also be knowledgeable about how, as well as be deeply committed to, developing the discourses, tools, and practices to bring about change.

87.96. The ICEA offers some insights and suggestions about generating and promoting productive cultural change to achieve the core aims and broad goals of Scottish Education.

- i. Creating structures for deep dialogue among and across all stakeholders within Scottish Education about the established/historical culture of Scottish education, and aspects of that culture that may need to be enhanced or changed. These exchanges must ultimately move to members' exploration of present, potential, and necessary shared values, belief systems, and practices that can enhance and transform cultures toward achieving educational goals.

Comment [u142]: Council member

- ii. Analysis of the tools and resources available and needed to create cultural change. Currently in Scottish education the large investment in PEF can be seen as an indispensable resource to drive educational change. However, cultures do not change simply as a function of one or even several sets of resources and tools.
- iii. CfE and the National Improvement Hub can also be understood as a set of powerful resources for developing more robust educational practices and improving student learning outcomes. Yet headteachers, teachers, and others who have those resources at their disposal also need to develop sound

ways of curriculum analysis and innovation so that they thoughtfully design the curriculum and instructional tools and practices to best serve their unique student populations.

- iv. An open stance toward learning new discourses (ways of thinking, believing, talking, and valuing) and practices. One consideration here for Scottish education, proposed by the ICEA, is whether, [in line with Teaching Scotland's Future recommendations](#), there needs to be greater emphasis on the preparation of new teachers, and professional development of mid-career and more established teachers by university-based teacher preparation programs (as these are also invested in the generation and application of the most powerful research-based knowledge and practices for teaching) as well as other reliable providers.

Comment [u143]: Council member

~~88-97.~~ The ICEA believes that the elements of culture and cultural change detailed above are present in the policy-related changes witnessed in Scottish education over the past two years. The ICEA proposes that by deeply examining new changes already underway, and those being considered, through the insights about cultures presented above, that Scottish education can move more deliberately and confidently toward achieving its goals.

~~89-98.~~ The ICEA commends the drive and commitment to achieving equity and excellence for all as evidenced, in part, by the establishment of Regional Improvement Collaboratives across Scottish education. The ICEA met with several representatives of the professional associations at the September 2017 meeting in

Glasgow, and also met four of the new Regional Improvement Leads at the April 2018 meeting in Inverness. At both those meetings, the ICEA heard strong support for this move towards greater collaboration.

~~90-99.~~ The Regional Improvement Leads reported on how they had been developing collaborative partnerships through developing social and human relationships, building trust, listening to each other's needs and goals for their constituents, and establishing shared goals and plans for improving educational outcomes for all young people.

~~91-100.~~ The ICEA noted that some of the Regional Improvement Collaboratives, particularly those who had a longer history of working together across local authorities before the formalisation of the collaboratives, reported that collaboration was occurring both within and across schools. This includes collaboration among teachers who were collectively inquiring into their teacher knowledge and practice to develop more effective approaches to [advance student learning and](#) ~~close~~ the attainment gap between young people coming from different social class backgrounds.

Comment [u144]: Council member (I think)

~~92-101.~~ These examples of collaboration illustrate the significance of changing cultures through dialogue and collective engagement across communities. The ICEA noted, however, that several of the newer established collaboratives shared that they were still focused on building relationships and learning how to collaborate, and thus had not yet achieved the level of school and teacher collaboration toward educational improvement.

93-102. Examples of collaboration in Scottish education and their impact on moving toward equity and excellence are clearly visible (Chapman et al., 2014, 2016). Through collaborative inquiry, teachers and other educational stakeholders are developing deeper knowledge and stronger educational practices. Evidence points to the positive impact upon educational outcomes for young people in areas of disadvantage.

94-103. The ICEA notes that collaboration ~~and trust is~~ are and will continue to be a strong aspect of strengthening the educational culture of Scotland. **The ICEA recommends that the Scottish Government works with Education Scotland and local government to strengthen greater and stronger efforts across all RICs to continue to support ~~move~~ professional collaboration ~~and trust in~~ and ~~acrosste~~ schools and classrooms.** It also advocates that there is support for the essential work of generating and supporting professional inquiry in schools, potentially led by a local University in partnership with the RICs.

Comment [u145]: Council member

Comment [u146]: Council member

Comment [u147]: Council member

Comment [u148]: Council member

Comment [u149]: Council member

95-104. The ICEA sees possibilities for RICs to continue working carefully on building collaboration and shared goals and initiatives at their level of the system—recognising the RICs themselves may need additional support for doing so—while simultaneously deploying professional support and resources to schools and teachers for learning how to collaborate effectively. The support and resources provided to schools and teachers around collaboration should serve a shared agenda of strengthening schools' and teachers' knowledge and practices of evidenced-based approaches to powerful collaborative inquiry through which they

can feel empowered and knowledgeable in generating their own, as well as selecting from, high quality educational approaches to improving educational experiences and outcomes for all young people.

96.105. Through the ICEA's engagements with RICs, schools, and teachers there is evidence to suggest that educators and others can benefit greatly in developing highly effective collaborative inquiry in Scotland. The ICEA encourages collaboration in its broadest sense as a central way of transforming the culture of Scottish Education and moving it towards a self-improving system.

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REFLECTIONS: OPPORTUNITIES AND RISKS FOR THE SCOTTISH EDUCATION SYSTEM

97-106. This report has offered a synthesis of the ICEA's observations on the current reform agenda and an analysis of progress to date. This analysis has highlighted the importance of culture and collaboration as key levers in securing educational change and reform. ~~This section of the report moves on to explore the role of culture and collaboration in more depth and reflects on the opportunities and risks associated with the reform agenda.~~

Comment [u150]: Council member

98-107. As the education system attempts to move to a more networked, self-improving system where schools are empowered to lead the change, the ICEA observes that it is important that the system does not inadvertently erode some of the considerable strengths of the Scottish education system. Furthermore, the ICEA observes that it is important that the system is not seduced by some of the perceived advantages of other systems, or experiences some of the unintended consequences of these other reform agendas, that would not sit easily with the core values and beliefs that underpin the Scottish education system and wider civic society.

Comment [u151]: Council member

Moreover, we believe that systematically built trust in what teachers and schools do to accomplish all these system-related goals is an essential part of the journey towards networked and self-improving education system in Scotland.

Comment [u152]: Council member

99-108. In order to help explain the opportunities and risks associated with educational reform ICEA draws on the work of Mary Douglas, Christopher Hood and

others to frame educational reform on the dimensions of social cohesion and social regulation (see figure 1 below).

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Figure 1: Socio-cultural perspectives on education reform

Comment [u153]: Need to cite the source

	Low social cohesion	High social cohesion
High social regulation	<p>'Fatalistic culture' <i>'uncertain nostalgic organisations'</i> B</p>	<p>'Hierarchical culture' <i>'bureaucratic, managed organisations'</i> A</p>
Low social regulation	<p>'Individualistic culture' <i>'market-based state-funded organisations'</i> C</p>	<p>'Egalitarian culture' <i>'mutualistic self-improving organisations'</i> D</p>

DRAFT

100-109. Where social cohesion and regulation are both high (quadrant A) hierarchical cultures prevail and public service organisations tend to reflect their culture as bureaucratic managed educational organisations, put simply, these are the public service cultures and organisations associated with many traditional state education systems in the late 20th and early 21st centuries.

104-110. Where social cohesion is low, but regulation is high (quadrant B) 'fatalistic' cultures prevail. Within these cultures educational organisations tend to be uncertain in nature, and unclear about what and when the next policy mandate or intervention is likely to involve or come from. Organisations operating in this culture often harp back to a 'golden era' when things worked so much better and everyone knew 'where they were and what they were doing' because things were well managed and collaborative relationships were more positive across the system.

~~102.111.~~ Where social cohesion and regulation are both low (quadrant C) 'individualistic' cultures come to the fore. Here the market is a key driver, and quasi-independent educational organisations funded by the state tend to lead the way, as is the case in England with the Academies Programme and in other parts of the world with various types of 'Free Schools' and Charter School type organisations.

~~103.112.~~ Where systems where social regulation is low but social cohesion is high (quadrant D) 'egalitarian' cultures tend to be the norm. Here mutualistic or 'self-improving' organisations work laterally across the system providing mutual support for each other's development in a networked system where those in the front line take responsibility and ownership for improvement while others act as brokers and facilitators to connect schools and others and create the conditions for improvement.

~~104.113.~~ The ICEA interprets the findings of the OECD review, and the Scottish Government's response to the review, as a positive attempt to shift the system to an egalitarian culture associated with a self-improving system. In this type of system it is anticipated that high levels of social cohesion would be manifested through partnership, collaboration and co-production between service providers (and the communities they serve) and low levels of social regulation would promote high levels of flexibility, agility and innovation.

~~105.114.~~ The ICEA considers that the opportunities to transform the system, and take performance and outcomes to the next level are a realistic proposition for Scottish education. The ICEA recognises that in order to achieve this, Scotland will need to maintain and build on the sense of shared purpose and collegiality that

exists within the system along with a commitment to the tradition of 'consensual' policy making that already exists, whilst empowering the workforce within an authorising environment with fewer rules and ascribed behaviours where risk taking and innovation become the norm.

~~106.115.~~ The ICEA also recognises there are risks associated with this agenda. For example, if social cohesion is undermined and a breakdown in trust and relationships occur, then Scotland is more likely to shift towards a fatalistic culture (quadrant A) with higher levels of social regulation. The ICEA is concerned that this may include unnecessarily high levels of mandated reforms and legislative interventions that might further undermine confidence and trust across the system. In turn, this may well exacerbate the sense of nostalgia or loss across the system and create further resistance to change.

~~107.116.~~ Furthermore, the ICEA considers that any unintended shift or move towards a fatalistic culture may have the consequence of creating conditions where individualism begins to grow within the Scottish system. This is a particular concern if the empowering schools agenda does not have the appropriate checks and balances in place to monitor quality effectively and to manage markets. The ICEA notes the scenarios outlined above and we suggest that these are a useful point of reference for Scottish Government.

~~108.117.~~ For Scotland to move towards a more egalitarian culture with amutualistic self-improving system, the ICEA recommends that the key messages, within this report, relating to structures, cultures and capacity must be carefully

Comment [u154]: Council member

considered by Scottish Government; in particular, the next phase of reform [there](#) should [be a](#) focus on capacity building and cultural change, ~~and should do so via a collaborative, rather than a legislative approach.~~

Comment [u155]: Council member

109.118. ~~It is important to~~ [The ICEA](#) recognises that the Scottish education system is very good, with many strengths, not least in the quality and commitment of its teachers, but it has the potential to be even better. We suggest that a focus on [professional](#) empowerment, responsibility and ownership must now be prioritised within Scottish education if a self-improving system is to become a reality.

Comment [u156]: Council member

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BIOGRAPHIES OF THE INTERNATIONAL COUNCIL OF EDUCATION ADVISERS

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Table 1: Percentage of school leavers with 1 or more award at SCQF 4 or**above**

	Most deprived 20% (SIMD20)	Least deprived 20% (SIMD80 to 100)	Gap (percentage points)
2011/12	90.7%	98.9%	8.2
2012/13	91.9%	99.1%	7.2
2013/14	92.4%	98.8%	6.4
2014/15	92.6%	98.9%	6.3
2015/16	92.8%	98.8%	6.1

Table 2: Percentage of school leavers with 1 or more award at SCQF 5 or**above**

	Most deprived 20% (SIMD20)	Least deprived 20% (SIMD80 to 100)	Gap (percentage points)
2011/12	65.8%	93.9%	28.1
2012/13	68.9%	94.2%	25.3
2013/14	71.9%	94.6%	22.7
2014/15	74.0%	94.9%	20.9
2015/16	74.4%	94.7%	20.3

Table 3: Percentage of school leavers with 1 or more award at SCQF 6 or above

	<u>Most deprived</u> <u>20% (SIMD20)</u>	<u>Least deprived</u> <u>20% (SIMD80 to 100)</u>	<u>Gap</u> <u>(percentage points)</u>
<u>2011/12</u>	<u>33.6%</u>	<u>77.9%</u>	<u>44.3</u>
<u>2012/13</u>	<u>34.9%</u>	<u>77.3%</u>	<u>42.4</u>
<u>2013/14</u>	<u>38.5%</u>	<u>79.1%</u>	<u>40.6</u>
<u>2014/15</u>	<u>41.2%</u>	<u>80.3%</u>	<u>39.1</u>
<u>2015/16</u>	<u>42.7%</u>	<u>81.2%</u>	<u>38.5</u>