

Leadership Development in Scotland: after Donaldson

Christine Forde, Margery McMahon and Beth Dickson

University of Glasgow

ABSTRACT

This article examines a number of issues related to the question of 'next practice' in leadership development in Scotland. Educational policy in Scotland recognises the importance of leadership and has some well developed programmes of leadership development but these are by no means comprehensive nor will these be necessarily sufficient to meet the changing role of leaders in education. This article raises a number of questions in order to consider what 'next practice' might be in leadership development in Scotland. The article begins by placing the question of leadership in the wider policy context and then examines a number of issues relating to the leadership continuum, approaches to leadership development and the relationship between leadership and pupil learning.

INTRODUCTION

Recent months have seen publication of two major reviews, *Teaching Scotland's Future* (Donaldson 2011) on career long teacher education and *Advancing Professionalism in Teaching* on the teaching profession (McCormac 2011). Alongside this, with the establishment of the National Partnership Group to address the recommendations of *Teaching Scotland's Future*, a subgroup has now the task of considering specifically leadership. Therefore this is a useful point to explore what might be 'next practice' in leadership development in Scotland. Dempster *et al.* (2011) use this term 'next practice' to identify a set of issues to build on and improve current practice in leadership development in Australia. Leadership development is similarly well established in Scottish education, and much of this is well regarded (Menter *et al.* 2003, Davidson *et al.* 2008, Cowie and Crawford 2009, Donaldson 2011). However, as demands on education are intensifying, we see changes in the demands placed on the role of school leader. Leadership in a school and indeed in the wider educational system has been reconceptualised. If we want to think about 'next practice' in leadership development in Scotland, we need firstly, to contextualise leadership within educational policy and secondly, examine some of the emerging issues. From this discussion we can then propose some areas of 'next practice' in leadership development in Scotland.

THE WIDER CONTEXT

Leadership is a significant concern particularly as policy issues at national level are influenced partly by the increasing number of comparative studies that explore leadership and leadership development internationally. Huber's (2004) study of leadership development in 15 countries, the OECD report *Improving School*

Leadership (Pont *et al.* 2008) on leadership development in its member states and Schratz *et al.*'s. (2009) study of leadership in central European states are some examples of large scale comparative studies, the main purpose of which is to generate key principles to be used in 'next practice' in leadership development and in practice in schools.

A particular focus for comparative studies is the examination of those systems deemed to be highly successful in terms of pupil learning outcomes. Most notable in capturing the policy imagination recently have been reports from the McKinsey Company (Barber and Mourshed 2007, Mourshed *et al.* 2010). The authors of these reports argue that, although there has been significant investment in education in OECD countries including the UK since the late 1990s, the anticipated improvements in pupil learning outcomes have not been fully realised. From this standpoint, the problem is not one of resourcing alone and so alternative strategies are to be found to increase the quality of educational provision. We have to recognize what lies behind this policy interest in successful education systems. This interest is not driven solely by concerns for equity, access and reducing social disadvantage through education. What is becoming increasingly explicit is the clear alignment of educational policy and national economic development. We see this link between education and the economy in Scottish educational policy. Thus, in the introduction to *Leadership for Learning*:

...if all our children, young people and adult learners are to develop and use their potential to its fullest extent and contribute to a world-class economy, providers of education, training and related services must work together (HMIE 2007: 3).

This relationship between educational policy and economic development is no longer conceived of in broad terms as the inclusion of an element of vocational education in the curriculum. In the OECD's (2010) report, *The High Cost of Low Educational Performance*, the relationship between cognitive skills – as measured by PISA (Programme for International Student Assessment) - and economic performance is measured. The authors argue that differences in cognitive skill can be used to explain differences in economic performance:

the basic characterization of growth indicates that higher cognitive skills offer a path of continued economic improvement, so that favourable policies today have growing impacts in the future. The underlying idea is that economies with more human capital (measured by cognitive skills) innovate at a higher rate than those with less human capital, implying that nations with larger human capital in their workers keep seeing more productivity gains (p 10).

Although there are many questions about the means of measurement, we have to recognize that the alignment of economic and educational performance is driving educational policy in many education systems, including Scotland.

DOES LEADERSHIP MATTER?

The focus on leadership development as a specialist area in education goes back to early school effectiveness research with Mortimer's (1988) study underlining

the importance of headteachers. In subsequent studies leadership has been consistently identified as a critical factor in bringing about institutional improvement (Hallinger and Heck 1998, Huber 2004). However, though studies point to the pivotal role of headteachers in realizing improvement, there is very limited evidence of the direct impact of headteachers on pupil learning. As Bell *et al.* (2003: 3), in their systematic review, argue:

Effective leadership was confirmed as probably being an important factor in a school's success. The evidence relating to the effect of headteachers on student outcomes indicates that such an effect is largely indirect. It is mediated through key intermediate factors, these being the work of teachers, the organisation of the school, and relationship with parents and the wider community.

More recent studies have probed this question further. Leithwood *et al.* (2006a: 5) identified two recurring findings. Firstly, among all school related factors that contribute to what students learn at school, leadership is second only to classroom instruction with leadership being about one quarter of overall school effect in securing pupil attainment (with classroom instruction accounting for three quarters). Secondly, leadership effect is usually largest when and where it is most needed - in schools facing the most challenging circumstances. In these studies the significance of headteachers in a school's performance remains but we see an evolution in this role particularly the use of more collaborative and distributive approaches to foster teacher engagement in school development, thereby "broadening the sources of leadership" (Hallinger and Heck, 2010: 97). Bell *et al.* (2003: 3) only tentatively suggest that this form of leadership is significant in terms of pupil learning:

It is widely recognised that leadership is not exclusively located in the headteacher or senior management of the school. Hence one tentative conclusion from these findings is to suggest that leadership that is distributed among the wider school staff might be more likely to have an effect on the positive achievement of student outcomes than that which is largely, or exclusively, 'top-down'.

Leithwood *et al.* (2006) subsequently found that this layering of leadership was important not only within a school but beyond the school, particularly the interface between school leaders and the leadership in their immediate organizational context, whether this is the local district or authority. Further, Mourshed *et al.* (2010) in looking at improvement on a national level, point to the importance of continuity in systems leadership across an educational system. Leadership in education is therefore conceived of as being multi-layered and the connectedness of leadership across these layers is crucial. Nevertheless, the headteacher remains the central figure in fostering connections in and beyond the school. Day *et al.* (2009: 183), in a large empirical study conducted in England, report that:

Headteachers are perceived as the main source of leadership by school key staff. Their educational values and leadership practices shape the internal processes and pedagogic practice that result in improved pupil outcomes.

There seems to be a paradox here where the idea of 'leadership at all levels' (HMIe, 2007: 5) sits besides understandings of the pivotal position of the headteacher

which is characterized as strategic leadership. Gronn (2009) has gone back to some of the theoretical antecedents of his own work on distributed leadership (Gronn 2000, 2003) to challenge normative assertions about distributed leadership and to acknowledge the importance of headship. Gronn argues for the existence of and indeed the need for individual focused leadership alongside more distributed forms of leadership and characterizes this as 'hybrid leadership'.

The role of the headteacher remains central and indeed a significant strand in the research literature examines the intensification of this role and the consequent difficulties in recruiting and retaining headteachers. In Macbeath *et al.*'s (2009) study of headship in Scotland the majority of headteachers report on the lengthy hours worked, the emotionally demanding nature of the role and expressed degrees of concern about isolation and the level of public accountability in terms of the school performance. Nevertheless, the majority reported that this role was a deeply satisfying experience particularly with regard to having the power to influence pupils' lives: "Heads talked of when they were swamped by bureaucracy or immobilized by frustration, at the emotional lift of going into a classroom, seeing and talking to children or taking a class themselves" (MacBeath *et al.* 2009: 50). With regard to difficulties of recruiting headteachers one recurring theme (Barty *et al.* 2005, Rhodes and Brundrett 2006) is the mismatch between the satisfactions serving headteachers derive from the role and the perceptions of senior managers and teachers about the seeming overwhelming nature of the role.

The need to ensure a sufficient pool of teachers aspiring to headship has led to a reconfiguration of leadership development programmes with emergent or teacher leadership becoming a key component. These programmes also draw substantially from ideas about leadership as a dispersed and collaborative practice. With this expansion of leadership development have come questions about how we construct coherent and progressive learning opportunities across a leadership career. Some of the discussions have been focused on delineating areas of activity that middle leaders (Bennett *et al.* 2003) or teacher leaders (Day and Harris 2002) might undertake but the question of how this reconfiguration of leadership development impacts on teaching and learning remains.

From this overview of themes emerging from both the policy and research literature three central questions related to 'next practice' in leadership development emerge which we will now consider further:

- the construction of a leadership continuum
- approaches to leadership development
- leadership development and pupil learning

THE CONSTRUCTION OF A LEADERSHIP CONTINUUM

Career long development at each stage in a teacher's career is one of the six interventions identified by Mourshed *et al.*'s (2010) study of improving systems. A coherent framework for leadership development has also been identified by Darling-Hammond and Rothman (2011) as an important feature in high achieving educational systems. This study examined teacher and leadership development in

the three educational systems of Finland, Ontario, and Singapore. These systems are among the highest performing on international tests of student achievement and the most equitable in that the gap between the highest achieving and the lowest achieving is relatively small. Here Darling-Hammond and Rothman found that each had well-established systems of teacher and leadership development. These systems had multiple components which were “coherent and complementary” (p 8) and were embedded in a career long framework beginning with recruitment into initial teacher education.

We have in Scotland an extant leadership development framework: *CPD for Educational Leaders* (Scottish Executive 2003) with four ‘stages’ where the scope and responsibilities increase incrementally:

- project leadership: taking forward a development project
- team leadership: first line management role
- school leadership: aspiring and newly appointed to headship
- strategic leadership: serving experienced headteachers.

However the use of such a framework raises some issues we need to consider in relation to ‘next practice’ in leadership development.

One issue relates to the starting point for a framework and we have tended to start with headship preparation and work backwards. This approach can maintain an artificial divide between teaching and leadership with leadership being something that (some) teachers move into at a particular point in their career when they have had sufficient experience of teaching.

This construction of teaching and leadership as different spheres of activity is no longer useful in the development of schools and the delivery of teaching and learning. Drawing from studies on teacher leadership Bond (2011) makes a case for the development of leadership at the preservice stage. Preservice education is a crucial time in the development of professional identity and philosophies and so student teachers should be prepared for a role, which now includes leadership. Le Cornu and Ewing (2008) examining initial teacher preparation in Australia, argue for a reconceptualisation of school experience. Given the growing emphasis on collegiality we need to frame school experience in initial teacher education around ideas of working in a professional learning community – the student teacher working in, learning from and contributing to the development of the school as a learning community. The foundations for a closer connection between teaching and leadership can be found in the extant suite of professional standards in Scotland¹ including those relating to initial teacher education.

1 This suite of professional standards includes *The Standard for Initial Teacher Education* (GTCS, 2006a), *The Standard for Full Registration* (GTCS, 2006b), *The Standard for Chartered Teacher* (GTCS, 2009b) and *The Standard for Headship* (SE, 2005b) and covers significant stages in a teaching career. Each maps out professional values and personal commitments, professional knowledge and understanding, the personal skills and abilities which underpin the set of professional actions identified for each stage. *The Standard for Initial Teacher Education* covers the aspects to be demonstrated by the end of initial teacher education; *The Standard for Full Registration* covers the areas to be demonstrated by the end of the probationary period

The *Standard for Initial Teacher Education (SITE)* (GTCS 2006a) includes different dimensions of leadership such as collaboration and curriculum development, while the *Standard for Full Registration (SFR)* (GTCS 2006b) includes activities such as collaboration, working cooperatively, contributing to school development, curriculum development, working with and contributing to the development of others. At local authority level provision for middle leadership has been established and more recently programmes designed to develop teacher leadership have also been set up (Carroll and Torrance, 2011) but this provision is by no means available across the country nor is it systematic. Therefore leadership development as an area threaded through teacher education and early career development needs to be built into a leadership development framework.

In addition to this focus on leadership development in early career, we should revisit the framework to consider further the later stages. Draper and McMichael (2002) illustrate the importance of structured support for leaders during their first experiences of headship. Draper and McMichael examine the experiences of 'acting up' and for some staff this strengthened their aspiration to become headteachers while for others this was a negative experience. The crucial determining factor was the availability of structured support during these early experiences. Hobson *et al.* (2003) point to some of the vulnerabilities of headteachers which underscore the importance of specific types of support particularly mentoring/coaching. At the other end of the framework, Donaldson (2011) notes an issue around appropriate professional learning opportunities for experienced headteachers. In a Scottish study, Woods *et al.* (2009) found there were some overlaps between the areas identified by new and experienced headteachers particularly around keeping up to date and developing collaborative approaches, but what experienced headteachers also looked for was time for reflection and working with others beyond their school. An element of 'next practice' then would be to make some fine grained distinctions around headship in a continuum of development. Other frameworks make distinctions between different phases of headship:

Earley and Jones (2010) identify five stages:

- emergent where teachers take on leadership roles at an informal level
- established where teachers move into a first formal management post
- entry into headship
- advanced leaders
- consultant headteachers and leaders

These stages are similar Huber's (2004: 87) construction of a career long leadership development approach with six phases in each of which there will be particular concerns and approaches appropriate for that stage of leadership

and is the standard for classroom teachers; *The Standard for Chartered Teacher* identifies the aspects of accomplished teaching which teachers wishing to achieve Chartered Teacher status must demonstrate; and *The Standard for Headship* identifies the aspects to be demonstrated for whole school leadership.

development. From a basis of ongoing professional development, Huber argues that teachers then move into an 'orientation phase' and look to leadership within their current roles which then leads to the 'preparation phase' for headship. Further distinctions are then made about development at different points in a headship career: an 'induction phase' for the first years of headship; a 'continuous professional development phase' for established school leaders which is closely link to their individual and institutional needs; and finally, a 'reflective phase' where experienced headteachers contribute to the development of less experienced colleagues.

As part of 'next practice' in taking forward leadership development in Scotland we can consider leadership as an intrinsic part of the professional understandings, skills and practice of all in the teaching profession and therefore access to leadership development opportunities is essential. Mapping out a continuum is one means of helping to ensure access to appropriate learning opportunities for leaders working at different levels and in different contexts. However, we need to be cautious about a tight framework with overly prescriptive provision. Leadership development could degenerate into a series of 'hurdles' for teachers to get over in their journey to the top.

APPROACHES TO LEADERSHIP DEVELOPMENT

Using a leadership continuum as a framework for leadership development at various points in a teacher's career, then raises questions about the approach or approaches to leadership development adopted in programmes. Here we should heed Gronn's (2003) criticism of 'designer leadership' programmes which are based on current assumptions about what it means to be a leader. Wallace *et al.* (2011) caution that acculturation via leadership programmes only leads to the limiting of opportunities to develop creativity, seek solutions to contextualised issues and to experiment, qualities which the *Curriculum for Excellence* (SE 2004) demands.

This then raises questions about the nature of leadership development in Scotland and 'next practice' in the provision of leadership development opportunities, questions keenly debated in Scottish education since the publication of 'a leadership agenda' (SE, 2005a). However, there has been a tendency for discussions to be polarized, setting 'academic' learning and experience as opposite. An example of this is the initial characterisation of the *Flexible Routes to Headship National Programme* (Davidson *et al.* 2008) as a 'non-academic' route to the *Standard for Headship* (SE, 2005b) as opposed to the 'academic' route of the *Scottish Qualification for Headship* (SOED, 1998). Another example is the characterisation in *Advancing Professionalism in Teaching* (McCormac 2011: 34) of the Chartered Teacher Programme as "mainly academic". Underpinning this position is a view that 'academic learning' has limited relevance to the practice of leaders and teachers in school. This simplistic binary thinking has to be challenged and instead of making claims for one side or the other we need to look closely at the principles underpinning professional learning.

In *Teaching Scotland's Future*, The 'Donaldson Report' (Donaldson 2011) on career long teacher education, five recommendations are made specifically related to leadership development. These recommendations largely relate to the design and provision of leadership development, particularly recommendation 46: the

need for a leadership pathway and the involvement of all leaders in developing staff; recommendation 47: the evaluation of routes to achieving the Standard for Headship (Scottish Executive, 2005b); recommendation 48: CPD provision for experienced headteachers; and recommendation 50: the use of a virtual college to improve leadership capacity (Donaldson 2011: 101-102). The design and provision of leadership development opportunities across a career are important issues. However, there is a danger that specific programmes or the use of e-learning are seen as instant solutions and we do not consider the principles underpinning programmes of leadership development and the construction of leadership embedded in these programmes. There are significant debates about the design of leadership development programmes.

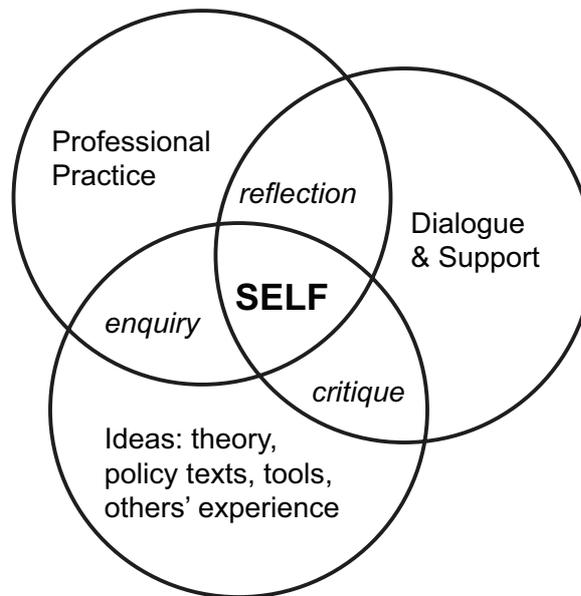
Forde (2011) characterises three dominant forms of leadership opportunities:

- a knowledge based approach where masters level qualifications in the area of leadership and management are undertaken at a university;
- an apprentice based approach where the prerequisite skills in leadership and management skills are required through experience in schools, that is learning ‘on the job’;
- an experiential learning based approach where there is the focus on structured sets of experiences to acquire the necessary understandings, skills and personal development.

The first two relate to this theory versus practice divide. However, in the third form, which has increasing currency in international studies, we see a bringing together of different forms of learning. In three different studies (Huber 2011, Davis *et al.* 2005 and Dempster *et al.* 2011) similar features for the design of leadership development programmes are identified. Both Huber (2011) and Davis *et al.* (2005) highlight the importance of an overall coherence and structure to programmes, a clear research base with opportunities for academic study. Equally important in these schemas is collaboration both among cohorts of learners enrolled on the programmes as well as collaborative practice in school. Where leadership development programmes are accessed through internships or sabbaticals an essential component is authentic leadership experience. The strategies identified by Dempster *et al.* (2011) coincide with those identified by Huber (2011) and Davis *et al.* (2005) such as the need for time rich and coherent programmes of different learning activities in and beyond school; material and ideas grounded in research and translated into the working context and where learning is a collaborative rather than largely solitary activity. In addition to this Dempster *et al.* (2011) argue that leadership development strategies should be philosophically and theoretically attuned to individual and systems needs in leadership and professional learning, and there is a clear focus on the dual aims of school improvement and improvement in pupil learning and achievement. From this we can see professional learning is relational (Reeves, 2010), based on connections, where learning in one way, or in a particular context is connected with and used to further learning and practice in another.

The idea of a complex model of professional learning has emerged from work undertaken for the Western SQH Consortium (Forde and Reeves, 2011) where the programme is based on a model of blended learning generating creative connections between different forms of learning.

Figure 1: Dynamics of the Model of Learning



At the heart of this model is the learner who has a major role in shaping his/her own development. To do this three forms of learning are identified: reflection, enquiry and critique. The sources for these learning processes are the three interacting contexts of 'ideas', professional practice and dialogue and support. A common source of tension around leadership development is whether programmes should be determined solely on the basis of the needs of the individual or on the needs of the system/institution. Dempster *et al.* (2011: 20) argue for a combination of the two shaping opportunities:

It is also important to consider whether the starting point for professional learning and development should be driven by the state determining what leaders need at a particular point and providing programs to meet those needs or whether individuals should assess and determine their own needs at each phase of their career and select the means to fulfill them.

In this model of learning the needs of the school provide the context for the development of the individual leader.

In proposing this model of learning as a starting point for 'next practice' we add a note of caution. As Davis *et al.* (2005: 7) argue: "there is strikingly little evidence whether and how the kinds of learning opportunities provided by program features enable principals to become more effective in their practice". In previous evaluation studies of the two headship preparation programmes in Scotland, Menter *et al.* 2003 and Davidson *et al.*, 2008, much of the data is based on self report with some

evidence gathered from colleagues about the impact of the particular development (Menter *et al.* 2003). The impact noted is in terms of increased confidence and skill and the impact on school culture particularly the greater engagement of staff. What has yet to be tracked is the impact of leadership development on pupil learning. As we noted earlier this is a complex issue and only mediated effects have been identified (though nonetheless important). In shaping 'next practice' in leadership we need to give some consideration to gathering evidence about the impact of leadership development on the practice of the participants and the outcomes achieved in school in order to continue to interrogate, evaluate and enhance leadership development. The final strategy in Dempster *et al.*'s. (2011: 2) proposal is that there should be a commitment "to evaluating the effects on leaders, as well as on school practices to which their learning applies." In *Educating Scotland's Future*, Donaldson proposes further evaluation of the *Flexible Routes to Headship National Programme*² to add to previous evaluation studies. The relationship between leadership and pupil learning has to be part of the consideration of 'next practice' in leadership development. This issue about the impact of leadership development on learning leads to the third issue we suggest should be part of the consideration of 'next practice'.

LEADERSHIP DEVELOPMENT AND PUPIL LEARNING

We currently put much store in leadership and leadership development in Scottish education. This theme of leadership development is taken up in a series of policy papers from various groups in Scottish education including the Scottish Executive (SE 2005a, 2005b), the Inspectorate (HMIE 2006, 2007), teacher unions such as the Educational Institute of Scotland (EIS) (EIS 2008). More recently the General Teaching Council for Scotland (GTCS), the professional regulatory body for teaching in Scotland, has been considering the issue of leadership across the professional standards (GTCS, 2009a).

The term 'leadership for learning' has a great deal of currency in Scotland. It helps to place teaching and learning as the central concern of those in management posts in schools. It also points to an understanding of leadership as a layered and inclusive practice with teachers both working with and leading other teachers in the development of teaching and learning, and leading learning in their classrooms. The term can also highlight the importance of the agency of the learner with pupils being leaders of their own learning. However, we should be not be seduced by the seeming elasticity of this term but instead should probe the form(s) of leadership being promoted here.

A dominant idea in leadership in education in Scotland is that of leadership as 'transformational' (Davidson *et al.*, 2008). Transformational leadership can be narrowly constructed as the exercise of influence over others. However, within an educational context Elmore (2004) has characterized transformational leadership as providing guidance and direction to achieve certain goals. These ideas can

² The Flexible Routes to Headship National Programme was established in 2007 to provide an alternative route to achieving the *Standard for Headship*. Two Flexible Routes were established, one by the Western SQH Consortium and one by the South East SQH Consortium (see Torrance, 2011)

be observed in the construction of leadership in the HMle's (2007: 6-7) report, *Leadership for Learning*. Here the dimensions of leadership are delineated:

- leaders matter: exerting influence and making a difference
- vision, values and aims: sharing a common purpose
- leadership and direction: focusing on what's important
- developing people and partnerships: building leadership capacity
- leadership of change and improvement

The question then is whether this construction of leadership is sufficient as a basis for leadership development programmes that will lead to both more collegiate and distributed practice and improve the quality of pupil learning experiences and outcomes. Robinson *et al.* (2009) undertook a detailed meta analysis of studies to identify the leadership dimensions that make a difference to pupils. They examined two forms of leadership: 'transformational leadership' and 'pedagogical leadership' and found that pedagogical leadership had an impact nearly four times that of transformational leadership. Although the authors caution against polarizing these two concepts and indeed suggest some convergence, nevertheless this finding raises questions about the construction of leadership particularly 'leadership at all levels' as the focus for leadership development programmes.

Darling-Hammond *et al.* (2007: 8) from their study of effective leadership programmes argue that we must "align all aspects of schooling towards the goal of improving instruction so that it is successful for all children" and this has to be reflected in leadership development. Robinson *et al.* (2009: 88) acknowledge that there are variations in the concept of pedagogical leadership but see "the common core is close involvement by leadership in establishing an academic mission, monitoring and providing feedback on teaching and learning, and promoting professional development". These aspects individually are not novel but the key issue here is placing these aspects, particularly issues and understandings related specifically to teaching and learning, as the central focus of leadership development.

If we look at two recent policy documents in Scottish education, *How Good is Our School: Journey to Excellence* (HMle 2006) and *Leadership for Learning* (HMle 2007) the focus is very much on leadership and the development of leadership across a school. In the introduction to *How Good is Our School: Journey to Excellence* teaching is characterised as a "the professional craft" (HMle 2006: 17) which determines "how learning can be organised for the best possible outcomes" (HMle 2006: 17). There is a strong emphasis on the importance of accountability and leadership is seen as vital for the development of practice in the classroom but there is very much a focus on institutional improvement. However, improvement across a school has to rest on the enhancement of the pedagogic expertise of each teacher. There are glimpses of the idea of pedagogic expertise:

leaders at all levels encourage and enable individuals and groups to engage in innovative activities where evaluation has indicated that they would lead to improvement. They promote the view that *continuing critical inquiry and creative approaches* should be integral to the thinking and practice of all staff and pupils (HMle 2006 62, italics added).

Similarly in *Leadership for Learning* leadership is presented as a means of “initiating changes that improve the chances of all learners to achieve well” (HMle 2007: 11) and the specific coupling of ‘leadership for learning’ means putting learning and learners at the centre of the agenda. Here the central thrust is about time for “reflection on teaching and learning” (HMle 2007: 50). The activities presented, however, are steps in a management system for change implementation: remits, SMART targets, regular monitoring and reporting. The place of expertise in teaching, particularly enquiry-based approaches, is evident in one reference to “involvement in action research projects” (HMle 2007: 50) but there is no elaboration of teacher development and of pedagogy.

Embedded in the idea of pedagogical leadership is not only a connection between leadership and learning but that the practice of the leader is based on deep and rich understandings of the nature of pedagogy, that leadership for learning rests on expertise in pedagogy. However, if we look at current constructions of teaching and of leadership in Scottish documents there is a lack of rich descriptions of pedagogy with one notable exception: *The Standard for Chartered Teacher (SfCT)* (GTCS 2009b). The SfCT sets out the dimensions of accomplished teaching where practice draws from research and is theoretically sound, enquiry-based, evaluative, reflective and collaborative.

Ideas of distributed leadership and teacher leadership are dominant in policies in Scottish education but we have to raise the question whether this privileging of leadership development has led to a loss of focus on the nurturing of expertise in pedagogy. Timperley (2009: 221) provides a clear warning of the consequences of the dominance of transformational leadership where the processes of influencing are seen as the central attributes of leadership. Even in distributed forms of leadership, the exercise of influence is a limited model of leadership without this being accompanied by rich understandings of pedagogy:

Developing teacher leadership in ways that promoted student achievement... also presented difficulties. Teacher leaders with high acceptability among their colleagues were not necessarily those with expertise. Conversely, the micro-politics of a school can reduce the acceptability of those with expertise. More research is needed into issues and dilemmas related to teacher leadership and how they might be resolved, rather than assuming distributed leadership among teachers develops instructional capacity.

In the wake of the recommendation in *Advancing Professionalism in Teaching* (McCormac 2011:35) to discontinue the Chartered Teacher programme, we have to give urgent consideration to how the understandings and expectations set out in the *SfCT* can imbue leadership development. Therefore as an aspect of ‘next practice’ in leadership development across the leadership continuum we argue that leadership for learning has to be imbued with rich understandings of pedagogy and part of this task is the articulation of these rich descriptions of pedagogy. Here we need to draw on understandings we have learned from the Chartered Teacher programme about forms of leadership embedded in pedagogic expertise.

CONCLUSIONS

In summary then, we would argue that there are a number of issues emerging from current debates and research around leadership development in education that we need to consider in Scotland as we take forward 'next practice' in leadership development. Some of these relate to leadership development across a teacher's career, while others relate to the approaches adopted in leadership development programmes. The focus of the recommendations from *Teaching Scotland's Future* (Donaldson 2011) is on the design and provision of leadership development opportunities across teaching careers. This wider scope of leadership has potential in bringing about improvement in schools. However, of fundamental importance for us is an interrogation of the underpinning constructions of leadership evident in policy in Scotland. Going back to our starting point where we looked at the wider context for leadership where education is placed as part of national economic strategy, and where leadership was seen as one of the key factors in 'making a difference', we need to be careful that leadership is not reduced to narrow understandings of the exercise of power and influence and that the concentration in leadership development is on the behaviours and personal/interpersonal skills of the leader. Instead we argue for a broader shaping of 'next practice' in leadership development. For example, we would highlight the fourth recommendation on leadership from *Teaching Scotland's Future*, recommendation 49: "A scheme for national leaders of education should be developed to enable experienced, high-performing headteachers to contribute to system-level leadership of education in Scotland" (Donaldson 2011: 101). This recommendation has the potential of placing educational purposes at the heart of policy making. From this starting point we need now to re-assert the importance of educative dimensions of leadership and that the term 'leadership for learning' in both policy and programmes for leadership development explicitly points to practice that is founded on and enhances expertise in pedagogy.

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