New teachers' perspectives on continuing professional development

NEW TEACHERS' PERSPECTIVES ON CONTINUING PROFESSIONAL DEVELOPMENT: ACCOUNTABILITY OR PROFESSIONAL GROWTH?

AILEEN PURDON

SYNOPSIS

This article explores new teachers' views on the purpose and benefits of continuing professional development (CPD) and considers the resulting implications for a national framework. It is based on a study carried out during 1999/2000 in which a sample of new teachers were asked about their perceptions of teacher professionalism and their attitudes to CPD. The study was set within the context of the developing role of the General Teaching Council for Scotland (GTC Scotland), although it also has implications for other educational bodies and institutions in Scotland.

While the study provided some interesting insights into the views of this particular group, it also highlighted the fact that the new teachers involved had had few opportunities to engage with debate on professionalism and CPD. The article, therefore, concludes that if the post-McCrone education community is to foster a climate of trust, respect and collegiality that encourages talented new recruits to enter and stay in teaching, then access to, and participation in, professional debate must be seen as fundamental aspects of the professional role.

INTRODUCTION

In July 2000, the first Education Bill to pass through the Scottish Parliament was given royal assent. The *Standards in Scotland's Schools etc. Act* (2000) made statutory provision for the GTC with regard to the expansion of its remit to consider 'career development' (Amendment to Section 1, sub-section 2A of the Teaching Council (Scotland) Act 1965). Alongside this development work was well underway in the joint GTC Scotland/Scottish Executive Education Department (SEED) Teacher Induction Initiative; a two-year project with the twin aims of producing a standard for full registration and a national framework for the support and assessment of new teachers during the induction period.

The study also coincided with the report of the Committee of Inquiry into Professional Conditions of Service for Teachers (SEED, 2000a), commonly known as the McCrone Report, on which subsequent agreement has been reached (SEED, 2001a). This agreement focuses on new professional conditions for teachers, the crux of which will be a national framework of continuing professional development. At the time of writing work was well underway on many of the constituent parts of this framework: the new Standard for Initial Teacher Education (ITE) has been published (QAA, 2000); the Standard for Full Registration (SFR) has been released for consultation (GTC 2001) and the related framework of support for new teachers is being finalised; the Standard for Chartered Teacher has been released for its second phase of consultation; and there is ongoing development of the already established Scottish Qualification for Headship (SQH). All of these developments are being overseen by the Ministerial Strategy Committee on CPD, which consists of representatives of key stakeholders.

Clearly many individuals and groups within the Scottish education community will have their own particular agenda in signing up to a national framework of CPD. New teachers, by the very nature of their 'newness', are less likely to have their voices heard than other more established groups. This article, and the study which

informed it, seeks to provide a platform for the expression of new teachers' opinions. It will, however, also analyse these opinions within the current context giving due consideration to the influences that may have shaped such views.

It should also be noted that since the original study was completed there have been two changes in minister with responsibility for education. Although Cathy Jamieson now holds responsibility for this brief, the tenure of Jack McConnell as Minster for Education was particularly significant in terms of the development of a national CPD framework for teachers. Mr McConnell, who took over from Sam Galbraith in late 2000, has been widely credited with ensuring that a mutually acceptable agreement resulted from the McCrone report. The long-term effects of Mr McConnell's apparent commitment to education, both as Minister for Education and Children and now as First Minister, remain to be seen. It is, however, fair to say that the relationship between teachers and the Scottish Parliament changed for the better under his ministerial leadership, and that Government rhetoric is arguably much more positive and collegiate in tone than it had been under Mr Galbraith's ministerial reign.

While it may be reasonable to suggest that the contemporary education scene in Scotland is on the brink of exciting and positive changes (Humes, 2001), there are also issues that pose a threat to the panacea offered by McConnell and McCrone. One such issue is the mounting concern over the recruitment of new teachers. The recruitment issue has been exacerbated by the McCrone Agreement which will require significant numbers of additional teachers over the next few years to cover the agreed reduction in class-contact time (SEED, 2001b). Although teacher 'shortages' are not uniform across all subjects/sectors and geographical areas, there are nevertheless already major concerns in some areas. Unfortunately, there has proved to be some difficulty in accessing accurate data from local authorities on the numbers of teachers required for specific subjects. In an attempt to address this, SEED together with five local authorities, has set up a pilot project with the aim of accessing the kind of detailed data so crucial to accurate workforce planning.

Recent figures from SEED indicate that although applications to ITE courses for primary teachers are healthy (eight applications for every place), the position is not mirrored in the secondary sector, where although figures vary from subject to subject, the overall rate is running at only three applications for each place. The recruitment situation is obviously being taken seriously as SEED has recently embarked on a £1.5 million advertising campaign to promote teaching as a profession. Figures available from GTC Scotland add additional weight to the argument that recruitment issues must be seriously addressed, as not only are considerable numbers of new teachers required, but the age profile of the profession indicates that large numbers of teachers will be retiring within the next ten years. As of October 2001 70.1% of registered teachers were over the age of 40 and 29.9% over the age of 50. It is therefore evident that not only will a considerable number of new teachers have to be found, but substantial effort will have to be made to ensure that teachers find their professional lives satisfying and rewarding enough to wish to remain in teaching. It is partly on this premise that the article considers the views of new teachers to be so crucial to the debate on CPD.

There is some existing data on teachers' views of CPD (SOEID, 1999; Deloitte & Touche, 1999; SEED, 2000b) and most recently the responses to the first consultation on the chartered teacher programme (Chartered Teacher Project, 2001), although none of it is specific to new teachers. These data do, however, provide a useful benchmark for consideration of the views of new teachers.

METHODOLOGY

The article is based on a small-scale, cross-sectional study (Purdon, 2000) of which

the target population was defined as new teachers who had gained their teaching qualification within the previous two years and were provisionally registered with GTC Scotland (4208 in total). As part of this study a postal survey was carried out, the resulting data of which form the evidence base of this article. The survey was sent to a random sample of 10% of the target population (420), representative of both sector and gender, and produced fifty returns. The survey included a list of twenty-eight possible characteristics of professionalism (see Appendix) which had been gathered from relevant literature (relating to teaching and other professions), current expectations of newly qualified teachers (SOEID, 1998a), comments made by student teachers and comments made by head teachers on GTC probationer reports. Respondents were asked to identify which of the elements listed they deemed to be aspects of professionalism and then to identify the three they felt to be most pertinent. The survey went on to ask questions about attitudes to CPD and the status of teaching as a profession.

The data from this survey is compared with similar existing data which reflects the views of the cross-section of Scottish teachers (Deloitte & Touche, 1999; SOEID, 1999).

PROFESSIONALISM

Although perhaps not central to the purpose of this article, the data from the study on new teachers' views of what constitutes professionalism do help us to understand their views on CPD. From the list of twenty-eight elements in the survey, four of the elements were each identified by over 90% of the sample as being central to the concept of professionalism:

1. Being able to self-evaluate the quality of one's own teaching (94%)

2. Being enthusiastic about teaching and in so doing encouraging pupils to become learners (91%)

3. Having a commitment to career-long professional development (91%)

4. Working in collaboration with other professionals, parents and members of the community (91%)

In contrast, three of the elements were each identified by less than a third of the total sample:

1. Working within a profession which is self-regulating (32%)

2. Studying for qualifications in one's own time (30%)

3. Taking a sabbatical (28%)

Perhaps the second and third elements listed above are understandable given that all of the teachers in the sample had undertaken their initial teacher education within the previous two years, and would not therefore view further qualifications or sabbaticals as being of immediate priority. However, it is interesting to note that although 91% of the sample agreed that having a commitment to career-long professional development was a part of being a professional, only 32% felt that the self-regulation of the profession was important. This begs the question that if career-long CPD is an important aspect of being a professional – who should be overseeing or co-ordinating this? Although this question was not asked in such explicit terms in the survey, it could be inferred from the data that the profession itself, through GTC Scotland, is not considered as crucial to the development of a CPD framework. Alternatively, it could be inferred that the respondents were unclear about the concept of professional self-regulation.

Respondents' comments on the questions regarding perceptions of professionalism were analysed using four categories derived from the data:

A. individual commitment and attitude

B. profession-wide autonomy and accountability

C. teacher skills, knowledge and practice

D. relationships.

Overall, responses indicated that each of categories A, C and D were felt to be important elements of professionalism, although the majority of comments related to 'individual commitment and attitude'. In stark contrast, aspects relating to category B 'profession-wide autonomy and accountability', were mentioned rarely, and could therefore be considered as not being particularly pertinent to the notion of professionalism. In essence, the new teachers involved in the study focused on the idea that professionalism was about their own practice within their own classroom; akin to the kind of 'restricted professionalism' defined by Hoyle (1974). The relevance of the teaching profession as a professional group, while not explicitly disputed, was conspicuous by its absence in the majority of responses.

The evidence that new teachers appear to be either unaware or uninterested in the concept of profession-wide responsibility lends weight to the suggestion that teachers are professionals in name only, and that in reality they carry out a much more centrally directed technical role as opposed to a truly professional, reflective role (Bottery and Wright, 2000). It could be suggested that this observation is more applicable to the profession in England and Wales, given the existence of the GTC in Scotland for the past thirty-six years. However, if the evidence from the small-scale study referred to in this article genuinely reflects the views of the population of new teachers in Scotland, then there is reason to believe that the concept of deprofessionalisation is alive and well in Scotland too. This argument has been exacerbated by the growth of new managerialism in education, with its increased emphasis on accountability. This phenomenon has been attributed to the disempowerment, and in turn the deprofessionalisation, of teachers (Helsby et al., 1997). Indeed, one could question the extent to which Scottish teachers are seen to exercise professional autonomy if the Education Minister feels the need to issue official '*guidance*' on '*approaches to flexibility and innovation*' (Jack McConnell, TESS, 17 August 2001). Stronach and MacLure (1996) suggest that the effect of new managerialist structures places undue emphasis on institutional accountability and that not all teachers' professional needs can be met within this institutional context. In contrast, however, it could be argued that in order to ensure continuity and progression, teachers' professional needs must be regularly assessed within the institutional context (Hargreaves, 1994). Despite the conflict evident in these views, the one matter that is not disputed is that professional development is a fundamental part of being a professional. Perhaps a more contentious issue is whether this fundamental need for teachers to engage in CPD ought to be an entitlement or an obligation, and indeed, what forms CPD should/might take.

CPD: MEASURING ACCOUNTABILITY OR PROMOTING PROFESSIONAL GROWTH?

The new teachers who responded to the survey were asked whether or not they thought that teachers should be entitled to CPD opportunities beyond the probationary period as a part of their contractual rights; an area of topical debate throughout the education community in Scotland. There was overwhelming support for this notion (96%). In commenting on this response many of the new teachers in the sample indicated that the main purpose of this 'entitlement' would be to ensure that teachers did not become

'stale' in their practice and attitude. This rationale would appear to indicate some confusion over the meaning of 'entitlement' and actually aligns itself more readily to the idea of 'obligation'. Comparisons were made with other professions, and there was clear acknowledgement of the need for teachers to be supported in their CPD. Although the comments indicated a generally positive response to the idea of a CPD entitlement, there were several which implied, and one which stated explicitly, that CPD should only be something that takes place during contractual hours. There was also an underlying assumption, given the number of references to poor-quality INSET courses, that CPD is essentially about attending in-service courses. Several of the respondents raised the issue of quantifying CPD, with the majority opinion expressed believing that teachers, as professionals, should be trusted to take responsibility for their own professional development, despite the earlier expression that CPD was essentially for teachers who were in danger of becoming 'stale', and therefore less likely to make such a commitment voluntarily. None of the respondents commented to the effect that personal professional development could be for the purpose of greater professional satisfaction, or indeed as a means of contributing to the existing pool of professional knowledge and ideas. This position suggests a deficit model of CPD (Day, 1999) where the primary purpose is to compensate for a lack of knowledge or skill necessary to deliver centrally directed priorities as opposed to expanding existing horizons or developing new ones for the good of the individual teacher, the institution and the profession as a whole.

Although 60% of the sample agreed that evidence of ongoing CPD should be compulsory for continued GTC registration, there were some interesting reservations expressed. For example, it was suggested that CPD should only be compulsory for permanently employed teachers. This comment implies that CPD should be a contractual obligation, but not necessarily a professional obligation; it suggests that the primary relationship is between the teacher and his/her current post and not the teacher and his/her profession. This view inherently questions the value of GTC registration if that registration reflects merely the employment status of the individual teacher and not their professional capability. Yet again, we see evidence of a lack of appreciation of the value, whether realised or potential, of a self-regulatory body such as the GTC.

Despite the wealth of information gleaned from these comments on CPD, more questions were actually asked than answered. For example, respondents wanted to know when CPD would be done, what it would entail and how it would be measured or quantified. That said, it would appear that new teachers are not alone in raising these questions, as the responses were very much in line with responses to similar questions asked elsewhere of all teachers (SOEID, 1999; Deloitte & Touche, 1999; SEED, 2000b). This clear admission of a lack of knowledge regarding the CPD debate must surely cast some doubt on the validity of consultation data into such matters given teachers' apparent confusion over issues relating to CPD.

While the survey itself did not ask respondents directly what they thought CPD was, analysis of the comments revealed some recurring themes, the major theme being the implicit understanding that CPD was essentially about attending courses. For example, one respondent commented that '*CPD should serve as other qualifications do*' thereby discounting a wealth of other CPD opportunities which cannot be evidenced through an award or certificate of completion. Frequent comment was also made about varying quality of courses and the relative value that they had for classroom practice. There were also concerns expressed that mandatory CPD would lead to teachers '*collecting courses*' and '*jumping through hoops*', comments which indicate the perceived purpose of CPD as one of accountability rather than true professional development.

In asking so many questions about CPD, the new teachers demonstrated an almost tacit acceptance that someone out there did know the 'answers' and that the

whole framework had already been decided. There appeared to be little resistance to this perceived situation and an implicit understanding that they, as new teachers, would not expect to have been consulted in these developments. This leads us to ask who then, if not teachers, would they expect to be driving the agenda behind the development of a CPD framework? This apparent lack of engagement with the debate, coupled with apathy over the value of self-regulation and profession-wide responsibility, lends weight to the claim that for whatever reasons, new teachers (and perhaps also more experienced teachers) do not have the level of knowledge and access to debate required for them to make informed contributions to the development of a national framework of CPD.

Despite the existence of the GTC as self-regulatory body for teaching in Scotland, the picture drawn by the evidence from this particular group of new teachers does not appear to be terribly far removed from the English situation described by Bottery and Wright (2000), in which they claim that recent educational reform, based on new managerialist structures of accountability, has:

> 'begun to create a centrally directed, highly accountable, rigorously inspected teaching force, which is not required to think too deeply about the larger social, moral and political issues, which a richer conception of professionalism would commit them to.' (p99)

The eventual shape of the CPD framework in Scotland will in many ways dictate whether or not the teaching profession in Scotland continues down the line described by Bottery and Wright where teachers are employed as educational technicians in the delivery of centrally agreed education priorities, or whether it encourages the development of a true profession which values professional judgement and expects members to contribute to the development of the profession as a whole. Scottish teachers still have the opportunity to take some control over the future of their own CPD. However, if this is not grasped soon then policy-makers will have embedded their own agendas so deeply that teachers will be unable not only to change the direction of CPD policy, but even to be involved in the debate. Surely this highlights a key role for the GTC, as the professional body for teachers, in ensuring teachers are not only routinely involved in the debate, but are afforded the opportunity to ensure that they are adequately informed to make real contributions.

Responses to the survey on the issue of accreditation of in-service courses were fairly clear-cut, with 72% of the sample believing that courses should be approved or accredited centrally. Principal reasons given were that central recognition would provide greater currency and recognition of the CPD profile and would allow for easier mobility throughout Scotland.

Respondents' views were also invited on whether or not the GTC should record details of individual teachers' CPD records. While there was no clear or consensual view on this question, several interesting points were raised. There was a view expressed that the purpose of this would be merely to allow the GTC to 'check-up' on individual teachers. There was no indication that the purpose might be to validate or acknowledge teachers' professionalism or to gain a clearer picture of the CPD activities of the profession as a whole to aid future planning. The lack of consideration of these points does, however, correspond to earlier responses which indicated a lack of appreciation of, or importance attached to, the benefits of self-regulation.

TEACHERS' INVOLVEMENT IN PROFESSIONAL DEBATE: STRUCTURES, INSTITUTIONS AND CULTURAL NORMS

Although the original study set out to ascertain new teachers' opinions on professionalism and CPD, it has in fact resulted in the identification of problems relating to a lack of open consultation with the profession (in particular, but not

exclusively, new teachers) on how to progress with a national framework of CPD. If teachers are to support such a national framework, then it is vital that they have had adequate involved in its development. However, if this involvement amounts to being consulted over matters on which they have not yet had the opportunity to form their thinking, then surely the validity of the consultation is open to question. The evidence presented in this article illustrates the result of policy development that is driven in a top-down manner. Such is the power distribution within the policy community in Scotland that what is often legitimised as 'consultation with the profession' could in actual fact be described merely as a tool to validate policies publicly. After all, how open can consultation be if those being consulted are not fully aware of the issues under consideration?

The Eastonian systems approach to policy analysis (see Howell & Brown, 1983) emphasises the role of 'gatekeeping' groups, of which the GTC is one. If the GTC is genuinely the professional body for teaching, then perhaps its role in assisting teachers to access debate in a truly informed way needs to be prioritised. In this way, the gatekeeping role is much more likely to reflect the informed views of practising teachers. The direct and informed involvement of teachers in policy development is a factor purported by many writers (Humes, 2001; Day, 1999; Bentley, 1998) to be an essential function of professionals.

Despite the obvious top-down approach to education policy development in Scotland, new teachers surveyed in this study did not express dissatisfaction with the extent of autonomy afforded to them in their individual posts. There were, however, several who expressed a desire for more control over matters such as CPD at school level as opposed to national level. Whether this opinion relates to Nias' (1989) concept of 'institutional bias', where the values and preferences of dominant members of staff prevail, or whether it is as a result of informed consideration is unclear.

However, it does merit consideration, as it would appear to indicate a desire for a rather different, more locally controlled approach to CPD, as argued by Hargreaves (1994), than the one which is currently being developed nationally. Cognisance must also be given to the more general assertion that all teachers' beliefs are most strongly influenced by the cultural context within which they are developed (Hamilton, 1993); that shared, implicit, common understanding would be influenced not only by the institutional context, as in Nias' paradigm, but also by the structure and ideology of the Scottish education system as a whole.

There is evidently a need for greater discussion, debate and access to information for teachers with regard to national CPD policy. The teachers surveyed in this study were undoubtedly committed to the concept of career-long professional development, but, in order to harness this commitment, they must be encouraged and allowed to participate, in a fully informed way, in the policy development process. It is not enough to assert that teachers have been consulted if the consultation process itself does not involve consultees in engaging with the debate and considering differing viewpoints and potential solutions. True consultation involves more than validating official rhetoric, and should involve professionals in making informed critique of national policy (Downie, 1990).

THE ROLE AND REMIT OF THE GTC

The findings of the study have particular relevance to the GTC, as the professional body for teaching in Scotland. Crucially, a key message from the teachers involved in the study was that they knew relatively little about the role, remit and constitution of the GTC other than in probation-related matters. There is clearly a need for communication both pre- and in-service to be improved.

Of those respondents who did appear to have a clear understanding of the concept

of self-regulation there was little understanding of how the GTC carried out this role in respect of the teaching profession. The fact that many others appeared unfamiliar with the concept itself perhaps goes some way towards explaining why the GTC has suffered from a lack of interest on the part of many teachers. After all, self-regulation is at the heart of any professional body such as the GTC, yet little explicit reference to the concept can be found in either official GTC Scotland documents or on its web site. Clearly there is much work to be done here, not just by the GTC, but also in initial teacher education and throughout teachers' professional lives.

The perceived value of GTC registration to the teachers in this study is implicitly questioned through this apparent lack of understanding of the role, remit and therefore the value of the GTC. In particular, the suggestion made by some survey respondents that teachers should only be obliged to undertake CPD if they are in a permanent post signifies that new teachers believe that simply to hold GTC registration itself does not carry any weight in terms of assuring or indicating current competence to teach. New legislation contained in the *Standards in Scotland's Schools Etc. Act* (2000) should have a positive effect in this respect. With the GTC about to take on a key role in ensuring teacher competence, and the development of nationally agreed standards of capability, to be registered with the GTC should ensure that any teaching service undertaken has demonstrated at least the minimum standard of practice.

Having this quality assurance mechanism might also lead to greater public recognition of the ability of teachers in light of clear assurance that teachers not demonstrating the required level of competence will be identified, supported and, if necessary, de-registered. This idea was supported frequently in the study, and the often-conflicting notions of accountability and professional autonomy could be seen to be compatible. The majority of respondents agreed that GTC registration should indicate competence to teach as well as qualification to teach, and should therefore carry some from of accountability. Significantly, the majority also felt that the GTC, i.e. teachers themselves, should be responsible for overseeing teacher competence, therefore supporting some form of professional autonomy. As to whether this was the result of informed consideration, or whether it was merely the preferred option from a limited choice, was not probed.

The recommendation of Scottish Ministers that the GTC enters into discussion with the independent sector in an attempt to introduce compulsory registration of teachers working in independent schools strengthens further the value of GTC registration. It will convey powerful messages that registration indicates professional status and transcends issues relating to employment status.

Unfortunately, one of the key suggestions from both the beginning teachers in this study and the teachers surveyed as part of the most recent review of the GTC (Deloitte & Touche, 1999), is not included in the recent Act. Despite the overwhelming support of teachers for the GTC taking on a role in the accreditation of post-qualification courses, Ministers appeared to take the view that it would be a step too far, too soon.

There are, however, new powers for the GTC in competence, coupled with a key role in the development of the CPD framework. This will allow the GTC to play a much more obvious role in the lives of all teachers, which in turn should lead to them understanding, using and valuing the GTC much more than they perhaps do at present. It might also lead to more demands being made of the GTC itself in terms of both action and accountability. The Council has long been subject to accusations of prioritising the interests of its constituent members, in particular those backed by union 'slates', at the expense of the profession as a whole (Humes, 1986; MacPherson & Raab, 1988). Perhaps through the instigation of tangible, profession-wide action in the field of CPD this accusation can be either put to rest or proved convincingly; and should it be proved, the matter can then be subjected to open debate.

Understanding teachers' (and in this case new teachers') perspectives on professionalism is fundamental to understanding their expectations of a national CPD framework. After all, the first step in developing any framework is to identify precisely what it is that the framework is being designed to achieve; in this case a more effective professional – whatever that might entail. In this respect, the evidence from the study of new teachers' perspectives indicated quite clearly that the dominant vision of professionalism held by respondents related to individual performance within the classroom and the associated commitment and attitudes. Conversely, very little emphasis was placed on collective responsibility and profession-wide issues, and little value was accorded to the concept of professional self-regulation. It would be easy to attribute this to the fact that the respondents were all relatively new to the teaching profession and to suggest that their attitudes might change over time. However, where comparable evidence exists (SOEID, 1999; Deloitte & Touche, 1999), it appears that the views expressed by this group of new teachers are not dissimilar to those of the profession as a whole.

To simply leave the argument at that, and to accept that new teachers, for whatever reasons, feel broadly the same way as more experienced teachers regarding professionalism and CPD, is to take a rather simplistic view of what is a far more complex situation. For example, the world of teaching is constantly evolving and it would be expected that initial teacher education nowadays would be preparing teachers for different challenges from those of twenty, or even ten, years ago. Crucially, to accept the views expressed at face value is to ignore the influences that have been brought to bear on their development. These influences include the received wisdom from dominant voices in initial teacher education and subsequent interaction with colleagues in school (Nias, 1989); government policies and documents; and the policy structures through which debate is informed, as well as deficit influences such as the lack of time to debate issues of a profession-wide nature; the lack of structures through which professional debate is accessible to teachers and the relatively low profile of the GTC in teachers' professional lives.

In accepting the views of these new teachers' without questioning their origin and development, we are in effect signing up to the model of teacher as 'technocrat' (Bentley, 1998), where teachers are skilled educational technicians employed to deliver a centrally driven curriculum to a standardised level of competence, but are not expected to consider wider professional issues. If this model is one in which Scottish teachers are content to operate, then it begs the question as to who, if not teachers, is driving the education agenda and ultimately, are teachers prepared to live with the consequences?

Many contemporary commentators on the English education scene (Day, 1999; Bottery and Wright, 2000) provide timely warnings for the Scottish system as to what can happen if teachers are not mobilised to take some control of the development of the profession and the system within which it operates. Early warning signs are being picked up through this study by, for example, the strong feeling of respondents that CPD is essentially a measure of accountability as opposed to a means to greater professional development and satisfaction. This approach to CPD will do nothing to aid the recruitment and retention of highly talented and committed teachers in Scotland. If teachers have little control over the development of their own CPD framework, then the 'leadership class' (Humes, 1986), with its variety of powerful agendas, will be allowed to exert complete dominance over Scottish teachers and the education system within which they work.

Although some clear views on CPD were expressed in the study it is not suggested that these views form valid evidence on which to develop a framework of CPD that will meet the demands of teachers. Rather they illustrate the extent to which this

group of teachers has been discouraged or excluded from engaging with the debate. What the evidence does suggest is the need to develop structures through which teachers are both encouraged and expected to take on collective responsibility for the development of the profession through their engagement with current issues such as CPD.

Using the consultation on the development of a CPD framework as an example, it is suggested not that consultation should be delayed until teachers are informed as to the subject, but that the consultation process itself could assist in generating debate; but it needs to be approached from a different angle. The consultation process should provide consultees with information and options; it should not merely be an opportunity to ask respondents to what extent they agree with the official line. In the case of the consultation on the development of a national CPD framework (SOEID, 1998b), it is clear that respondents were not clear about the subject matter. Perhaps the following questions might have been more helpful in engaging the profession in true consultation:

1. What is it we want for pupils in our schools?

2. What kind of teacher/profession will be needed to achieve this?

3. In what practical ways can teachers be helped to develop the skills, knowledge and attitudes necessary to meet these demands

It is not suggested that the above questions in isolation would necessarily have encouraged a better quality of debate on CPD as there are many other factors involved, not least of which is the time that teachers need to engage in debate. The questions do, however, illustrate a different approach to consultation, one that is based much more on exploring the underpinning principles of the subject under debate than achieving immediate national consensus on procedural matters. As to whether the policy community in Scottish education would allow or encourage this approach is another matter completely, but given the stark warnings in contemporary education literature about the deprofessionalisation of the teaching profession together with the evidence reported in this article, it seems timely, if not urgent, that we begin to explore such issues more closely.

CONCLUSIONS

There are essentially four major points raised in this article that require further consideration:

1. Consultation into the development of the CPD framework must be more transparent and more meaningful than it has been hitherto. In order to be meaningful it is essential that those being consulted are sufficiently informed about the subject under consideration to be able to make a valid response, and that respondents will be assured that their comments will be taken seriously. Hextall and Mahoney (2000) draw the useful distinction between 'selling policy and consulting on it' (p336); Scottish education policy makers must be held to account in this particular regard. This is a point that has implications for all policy initiatives, not just those relating to CPD.

2. In debating and developing a framework of CPD it is essential that there is some collective notion of what it is that is being developed; what will this more effective professional/profession will look like? This will require all education professionals, not just new teachers, to be able to articulate their own particular conception of teaching, and to acknowledge that not everyone involved in teaching will share the same conception and that diversity can be welcomed. Good teaching can come in many forms.

3. In seeking to articulate and justify a particular conception of teaching, teachers will need to develop the necessary skills and knowledge to enable them to analyse critically their own professional role within the wider context of teaching. It may be that this could be a more explicit component of initial teacher education and the induction period, but it nevertheless relies on such an outlook being able to be sustained within the day-to-day environment of the school. Where the dominant culture in a school is one of 'restricted professionalism' (Hoyle, 1974) sustaining and developing a wider professional perspective could be problematic.

4. The new teachers in this study appear to view CPD and any related accreditation and recording, as being essentially to do with accountability; not for personal professional growth, deeper job satisfaction or contribution to profession-wide development. If this is the message from new teachers then there is cause for concern over how attractive the profession is in terms of both the recruitment and the retention of the very best people in teaching. The profession needs to reclaim the CPD agenda, promoting it as a means to greater personal and professional growth, and not merely as an accountability tool. There are clear roles here for teacher educators and for the GTC. If Scottish teachers want to avoid going down the road of being regarded as education technicians then open and robust debate, together with an interest and involvement in policy development, must be prerequisites of the professional teacher in 21st century Scotland.

REFERENCES

Bentley, D. (1998) 'Intellectual regeneration: a new direction for teachers', *Education Journal*, pp 8-10, November 1998.

Bottery, M. & Wright, N. (2000) *Teachers and the State: Towards a directed profession*, London: Routledge.

Chartered Teacher Project (2001) *Chartered Teacher Programme: Supplementary Paper*, Edinburgh: SEED.

Day, C. (1999) *Developing Teachers: The Challenges of Lifelong Learning*, London: Falmer Press.

Deloitte & Touche (1999) *Review of the General Teaching Council for Scotland: Final Report*, Edinburgh: SOEID.

Downie, R.S. (1990) 'Professions and Professionalism' *Journal of Philosophy of Education*, Vol. 24, No. 2, pp 147-159.

General Teaching Council for Scotland (2001) *The Standard for Full Registration: Consultation on the Standard for Full Registration with the General Teaching Council for Scotland, September 2001*, Edinburgh: GTC.

Hamilton, M.L. (1993) 'Think You Can: The Influence of Culture on Beliefs' in Day, C., Calderhead, J. & Denlico, P. (eds) *Research on Teacher Thinking: Understanding Professional Development*, London: Falmer Press.

Hargreaves, D. (1994) 'The new professionalism: the synthesis of professional and institutional development', *Teaching and Teacher Education*, Vol. 10, No. 4, pp 423-438.

Helsby, G., Knight, P., McCulloch, G., Saunders, M. & Warburton, T. (1997) *Professionalism in Crisis* A report to the Professional Cultures of Teachers Research Project, Lancaster University, January 1997.

Hextall, I & Mahoney, P. (2000) 'Consultation and the Management of Consent: Standards for Qualified Teacher Status', *British Educational Research Journal,* Vol. 26, No. 3, pp323-342.

Howell, D.A. & Brown, R. (1983) *Educational Policy Making: an analysis*, London: Heinemann.

Hoyle, E. (1974) 'Professionality, professionalism and control in teaching', *London Educational Review*, Vol. 3, No. 2, pp 13-19.

Humes, W. (1986) *The Leadership Class in Education*, Edinburgh: John Donald.

Humes, W. (2001) 'Conditions for Professional Development' *Scottish Educational Review*, Vol. 33, No. 1, pp 6-17.

MacPherson, A. & Raab, C. (1988) *Governing Education: A sociology of policy since 1945*, Edinburgh: Edinburgh University Press.

McConnell, J. (2001) 'The ball's in your court' *Times Educational Supplement Scotland*, August 17, p11.

Nias, J. (1989) *Primary Teachers Talking: a study of teaching as work*, London: Routledge.

Purdon, A. (2000) *Beginning Teachers' Perceptions of Professionalism and Resulting Implications for a National Framework of Continuing Professional Development*, unpublished MEd Dissertation: University of Strathclyde.

Quality Assurance Agency for Higher Education (2000) *Quality Assurance in Initial Teacher Education: The Standard for Initial Teacher Education in Scotland: Benchmark Information*, Gloucester: QAA.

Scottish Executive Education Department (2000a) *A Teaching Profession for the 21st Century (The McCrone Report)*, Edinburgh: SEED.

Scottish Executive Education Department (2000b) *Improving Our Schools: Report of the Consultation*, Edinburgh: SEED.

Scottish Executive Education Department (2001a) *A Teaching Profession for the 21st Century: Agreement reached following the McCrone report*, Edinburgh: SEED.

Scottish Executive Education Department (2001b) *The Supply of Teachers*, Edinburgh: SEED.

Scottish Office Education and Industry Department (1998a) *Guidelines for Initial Teacher Education Courses in Scotland*, Edinburgh: SOEID.

Scottish Office Education and Industry Department (1998b) *Proposals for Developing a Framework for Continuing Professional Development for the Teaching Profession in Scotland*, Edinburgh: SOEID.

Scottish Office Education and Industry Department (1999) *Proposals for Developing a Framework for Continuing Professional Development for the Teaching Profession in Scotland: a summary of responses to the consultation document*, Edinburgh: SOEID.

Stronach, I. & MacLure, M. (1996) 'Mobilising meaning, demobilising critique? Dilemmas in the deconstruction of educational discourse' *Cultural Studies*, Vol. 1, pp. 257-274.

APPENDIX

Elements of Professionalism listed in Survey

1. Having a commitment to career-long development

2. Working within a profession which is self-regulating

3. Carrying out and applying research to classroom practice

4. Coping with and adapting to change

5. Subscribing to a professional code of conduct

6. Developing relationships with pupils which are built on trust

7. The acceptance of the influence and responsibilities which go with the post of teacher

8. Being educated rather than merely trained

9. A commitment to fulfilling an important role in society

10. The possession of a relevant knowledge base

11. Being enthusiastic about teaching and in so doing encouraging pupils to be learners

12. Being able to self-evaluate the quality of one's own teaching

13. Setting and achieving targets for one's own professional development

14. Working in collaboration with other professionals, parents and members of the community

15. Promoting equality of opportunity and fairness and adopting anti-discriminatory practices

16. Being an appropriate role model for children

17. Being punctual and reliable

18. Presenting oneself in an appropriate manner

19. Attending in-service days at school

20. Taking part in PAT sessions at school

21. Attending in-service courses outwith school

22. Studying for further qualifications in one's own time

23. Supervising a student teacher

24. Taking part in team-teaching

25. Observing colleagues teach

26. Taking a sabbatical

27. Achieving nationally agreed standards of professional competence

28. Gaining respect from colleagues, pupils and parents