SCEL Scoping exercise: Early Learning and Childcare Sector in Scotland

Dr. Mary Wingrave

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Contents

Acronyms:

BA- Bachelor of Arts

CI- Care Inspectorate

CoPAC- Code of Professionalism and Conduct

CPA- Childhood Practice Award

CPD- Continuing Professional Development

ELC – Early Learning and Childcare

EY- Early Years

EYP – Early Years Practitioners

FEL – Framework for Education Leadership

GTCS- General Teaching Council Scotland

HMIE- Her Majesty's Inspectorate of Education

HNC- Higher National Certificate

LA- Local Authorities

NC- National Certificate

PDA- Professional Development Award

PRTL- Post Registration Training and Learning

SCEL – Scottish College for Educational Leadership

SCLPL - Standard for Career-Long Professional Learning

SCP- Standard for Childhood Practice

SCQF- Scottish and Certificate Qualification Framework

SFR- Standard for Full Registration

SVQ- Scottish Vocational Qualification

Introduction: Purpose and scope of the study

In 2013, in response to *Teaching Scotland's Future* (Donaldson, 2010), at the Scottish Learning Festival, The Scottish College for Educational Leadership (SCEL) was launched as an independent body supporting the leadership development of teachers and early year practitioners who hold the Childhood Practice Award. In order for SCEL to '*support leadership development at all levels for education practitioners across Scotland*' (SCEL, online) an initial scoping exercise of the educational leadership development needs of the staff who meet the Standard for Childhood Practice Revised (SSSC, 2015) in the Early Years sector, now referred to as the Early Learning and Childcare sector (ELC) (Children and Young People (Scotland) Act 2014)[1], was commissioned in May 2015. This scoping exercise seeks to consider any adaptations and enhancements required to SCEL's Framework for Educational Leadership (FEL), which is an online resource launched in September 2015 at the Scottish Learning Festival, to meet the needs of the Early Learning and Childcare workforce. The commissioning of the scoping exercise is an acknowledgement of the ongoing professionalisation and upskilling of the ELC workforce and demonstrates SCEL's commitment to the incorporation of the ELC sector at the foundation stage of the FEL's development. Further, SCEL is committed to cross sector involvement and acknowledges the important and crucial role of ELC in the lifelong learning agenda. This scoping exercise therefore is intended to identify issues which need to be addressed in order to meet the needs of this specific group and to identify gaps in SCEL's work plans. Additionally, advice with regards SCEL's communication of, and the ELC sector's awareness of, how to access SCEL's emerging role will be highlighted. As part of this exercise current provision is examined and where appropriate consideration will be given to the recommendations of the ELC aspect of the recent *Independent Review of the Scottish Early Learning and Childcare (ELC) Workforce and Out of School Care (OSC) Workforce* carried out by Prof Iram Siraj (2015)[2]. The intention of this exercise is to ensure that the programmes, support and resources provided by SCEL meet the needs of early years practitioners who hold a Childhood Practice Award in order that their educational leadership development needs are addressed at each stage of SCEL's development.

Range of the scoping exercise: Early learning and childcare 3-4

In Scotland it is recognised that the ELC sector is cohesively staffed by both teachers who are registered with the General Teaching Council Scotland (GTCS) and Early Years Practitioners (EYP), who are registered with Scottish Social Service Council (SSSC)[3]. SCEL recognises that there is a need to ensure that both strands of this sector are equally considered in the development of the FEL. As teachers registered with GTCS have access to the FEL the intension of this scoping exercise is to identify possible enhancements to SCEL's work plans to support the inclusion of EYP who registered with SSSC, work with 3-4 year olds and have completed the Childhood Practice Award (CPA): BA, Professional Development Award (PDA) or a Post Graduate Diploma, at a minimum of Scottish

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[1] The Children and Young People (Scotland) Act 2014 indicates that the term Early Learning and Childcare should be adopted by 'private providers, Gaelic medium settings, local authority settings, voluntary groups and childminding' (Scottish Government, 2014a:3)
[2] It should be noted that the recommendations made by Prof Siraj review are still being considered by the Core Reference Group
[3] Some EYP may be registered with other professional bodies.

Certificate and Qualification Framework (SCQF) Level 9[4] In order to make appropriate recommendations to support this workforce it is first necessary to provide an overview of the ELC sector in Scotland.

Early Learning and Childcare in Scotland

Increasingly, the ELC sector has taken centre stage in Scottish Education. Acting Minister for Children, Fiona McLeod (Scottish Government, 2015a: online) stated that:

> *The early years are a crucial point in a child's life where they develop essential skills....This is not simply about childcare; it is about ...access to high quality early learning and education in a nurturing environment.*

Unison's report in March 2015 highlights that a degree level qualification '*is key to good outcomes for the children*'. This resonates with Musgrave (2010) who suggests that the focus on training and qualifications will create a workforce that has a greater understanding of the development and progression of young children, child development and support the leadership of the sector. Guerin (2014: 5) argues that most differences in adult outcomes are present by the time a child is 5 years old and that '*children from disadvantaged backgrounds become disadvantaged adults'*. Walker et al. (2011) claim that ELC can have a positive impact with significant long term benefits and that a key aspect of good quality childcare is the aptitude of highly qualified staff to create a positive pedagogic environment which will construct positive learning experiences so that it has long term benefits for children (Elliott, 2006; Sheridan *et al.*, 2009). More recently, Siraj (2015: 47) acknowledged '*the importance of leadership within the early years to support improvement*'. As part of the ongoing development of ELC staffs' professional learning, it is first necessary to identify the leadership needs and to understand the complexities of the sector.

Since 2000, when the Scottish Parliament introduced the *Standards in Scotland's Schools etc* (Scotland) Act (2000), under section 32-37 and 39, Local Authorities (LA) were required to guarantee pre-school education, in a variety of forms, for children aged 3 and 4. This Act came into effect in 2002 and entitled children and their families to funded pre-school education. The Children and Young People (Scotland) Act 2014, which came into effect in August 2014, under Part 6, section 46 of the Act redefined *pre-school education* as 'early learning and childcare' (ELC) and entitled 3 and 4 year olds to 600 hours a year funded ELC. Further, Section 47 and 49 extends this entitlement to include eligible 2 year olds whose wellbeing can be supported through early learning and childcare[5] and from August 2015, 27% of 2 year olds will be entitled to 600 hours of funded ELC provision (Siraj, 2015). As noted in *Scotland's Future* a further expansion of ELC is proposed, committing to 'every three and four year old and vulnerable two year old...(being)...entitled to 1,140 hours of child care a year' (Scottish Government, 2013: 9). This commitment promises that by 2021 the ELC sector will provide 30 hours per week, equivalent hours to the primary school sector, which will necessitate an expansion of approximately 35,000 additional staff and a suitably qualified workforce (Siraj, 2015). Therefore, SCEL's Framework for Educational Leadership (FEL) will provide an important resource for all those working in and leading this sector.

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[4] SCQF Level 9 is equivalent to an ordinary degree.
[5] This has implications for this scoping which will be highlighted in Recommendation 13.

In Scotland ELC is provided by three main sectors: Local Authorities (LA), privately run services and not-for-profit/voluntary services. Table 1 below shows the percentage of services providing funded ELC by the three main sector providers in 2013 (Care Inspectorate, 2014:17).

Table 1: Percentage of funded ELC in daycare centres- December 2013[6]

	local authority run services	privately run services	'not-for-profit'/voluntary services (in partnership)
Children/family centre	90%	1%	10%
Nursery	61%	24%	7%
Playgroup	0%	8%	59%
All	**54%**	**21%**	**13%**

ELC provision in Scotland is complex and diverse and ELC is provided in a range of ways. For the purposes of this scoping exercise there is an expectation that all those who deliver ELC for 3 and 4 years olds are included in any recommendations. LA can provide ELC through nursery classes in primary schools, nursery schools for children aged 3 and 4 year olds (previously referred to as ante-preschool and preschool children). Partnerships with LA can be created with private and voluntary/'not-for-profit' organisations to further support the provision of ELC places. Some LA work in partnership with playgroups and other ELC services and these can include: private centres, independent schools and employer run child care facilities. All establishments that provide a service of two hours, or more, are required to be registered with, and are subject to, inspection by the Care Inspectorate.   Additionally, all staff must be registered with the SSSC or another suitable regulator for example the GTCS. All local authorities and partnership centres are encouraged to follow the *Curriculum for Excellence* (Education Scotland, online) *Early Level*. LA who support partnership provisions in the private and voluntary sectors offer training to staff and monitor the services provided. LA and partnership services are subject to *shared* inspection by the Care Inspectorate (CI) and Her Majesty's Inspectorate of Education (HMIE), where both organisations conduct their inspections simultaneously resulting in one report being produced. Table 2 illustrates the variety of registered ELC who provide *Early Level* education to 3 and 4 year olds in Scotland.

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[6] These numbers exclude other forms of funded ELC provision which are not included in LA, voluntary or partnership education. Further details can be found at: www.scotland.gov.uk/Topics/Statistics/Browse/Children/Pubs-Pre-SchoolEducation

Table 2: Types of ELC services for children 3-4 years available in Scotland.

Type of ELC	Inspected by	provision
LA Nurseries	HMIE and Care Inspectorate inspection LA monitoring	Nursery schools are centres which provide learning and childcare mainly for 3 and 4 year olds on a part-time or full-time basis depending on need. Provision is also available for eligible 2 year olds[7]. Head Teachers and, more recently, Heads of Centre run these settings.
Nursery Classes	HMIE and Care Inspectorate inspection LA monitoring	Nursery Classes are attached to or within a primary school. They provide ELC for 3-4 year olds and come under the locus of the school's Head Teacher. Depending on the LA and availability some nursery classes can offer a full-time place[8].
Private Nurseries – in partnership	HMIE and CI inspection for 3-4 years old. LA monitoring	Privately or owned nurseries/day centres who are in partnership with the Local Authority. Children from 0-5 can access these centres and they can be available 52 weeks per year and they often operate extended opening hours 8am – 6pm.
Private Nurseries – not in partnership	Care Inspectorate	These nurseries can offer children full and part-time places. They provide ELC for children from 0-5 and are generally available 52 weeks per year. They are often open between 8.00am and 6.00pm
Voluntary in partnership –e.g. playgroups	HMIE and CI inspection for 3-4 years old LA monitoring	Those who are in partnership with LA offer similar provision to nursery schools with the main difference being the level of parental involvement. Partnership services offer a comparable level of input to LA nurseries and offer extended provision.
Voluntary not in partnership –e.g. playgroups	Care Inspectorate	Playgroups provide curriculum for the pre-school stage and settings are encouraged to follow the *Curriculum for Excellence* (Education Scotland, online a)[9]. Playgroups provide children and families provision which is often run on a voluntary basis and family centres which can offer flexible services to suit those who use them[10].

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[7] Under the Children and Young People (Scotland) Act (2014) includes 2 years olds whose wellbeing could be supported through early learning and childcare are entitled to 600 hrs ELC.

[8] Can now provide Funded places for eligible 2yr olds.

[9] Education Scotland inspection advice note for 2015/16 states that 'HM Inspectors do not promote or endorse any particular curriculum model.'(Maureen Fallon)

[10] It should be noted that across Scotland there are playgroups who offer provision of 1hr 59 minutess per day which results in the service and its staff not being registered with either the Care Inspectorate or the Scottish Social Service Council.

Staff in Early Learning and Childcare

All centres that provide ELC sessions of two hours or more are registered, regulated and inspected by the Care Inspectorate and staff are required to be registered with either the SSSC or the GTCS. In addition, services which are Government funded to provide ELC for 3 and 4 year olds are subject to inspection by Education Scotland[11]. Further, staff are obliged to hold a Protection of Vulnerable Groups(PVG) certificate under section 52 of The Protection of Vulnerable Groups (Scotland) Act (2007) issued by Disclosure Scotland.

Staff qualifications in ELC have been the focus of much debate and there have been many changes since the millennium. *The Early Years Framework* (Scottish Government, 2008) and *The Standard for Childhood Practice* (SCP) (QAA Scotland, 2007) emphasise the need for a comprehensive approach to ELC and the need for progressive development and training for those who lead this provision. This has created a shift in the qualifications held by EYP who work in ELC as prior to this initiative staff held a wide and varied set of qualifications, from wide-ranging experiences from practice without formal qualifications to those with specific occupational qualifications (Menmuir, 2001; Menmuir and Hughes, 2004). Additionally, in Scotland, only Head Teachers, who were registered with the GTCS, had overall responsibility of establishments who delivered ELC (Findlay et al., 2005). Historically differences existed between the roles and responsibilities of teaching staff and EYP[12] in the activities undertaken and until 2003, nurseries in LA were required to employ a teacher registered with the GTCS. Generally, the differences in terms of roles and responsibilities, centred on the completion of paperwork, the type of activities planned by staff and assessments that related to the children in ELC settings (*ibid)*. However, in light of changes to curriculum, the increasing demands on staff who worked in ELC and the introduction of a continuous curriculum from 3-18 (Education Scotland, online) a distinct blurring of roles and responsibilities was created. The repeal of the requirement to have a GTCS registered teacher in the nursery resulted in a reduction of the number of teachers employed in ELC. In 2006/07 there were 1,686 whole time equivalent (WTE) GTCS registered teachers compared to 1,256 WTE in 2013 (Scottish Government, 2014b: online) being employed. In 2014 it was reported that 88,710 children across Scotland still had access to a qualified teacher (Scottish Government, 2014b: online), although it should be noted that this contact is not necessarily on a full-time basis and for some children this contact may be equivalent to an hour a week.

Alongside the change to the numbers of teachers in ELC sector, there has been a focus on the qualifications, responsibilities and professional status of EYP by the Scottish Government. These changes have been supported by the introduction of the Scottish Social Service Council (SSSC) in 2001 which was set up in response to the *Regulation of Care (Scotland) Act (*OPSI, 2001*)*. The SSSC has the responsibility for registering those who work in social services and for regulating education and training in this field[13]. Staff registration and increased regulation has been supported by the introduction of the *Standard for Childhood Practice* (QAA Scotland, 2007). The *Register of Social Service Workers* in Scotland (SSSC, 2003) has 3 levels of registration for workers in day care of

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[11] Previously referred to as HMIE (Her Majesty's Inspectorate Education)
[12] EYP were known previously as Nursery nurses.
[13] It should be noted that this requirement extends to those in all childcare services not solely EY.

children services; *Manager*, *Practitioner* and *Support Worker* (SSSC, 2011). Table 3 below outlines the registration levels, responsibilities and qualifications of staff at each level:

Table 3: SSSC registration levels (adapted from SSSC, online)

Title	Responsibilities	Qualification Level
Leader/ manager	Worker who manages day care of children's service and holds responsibilities for the overall development, management and quality assurance of service provision including the supervision of staff and the management of resources.	Minimum of SCQF L9[14] – equivalent to an ordinary degree: this can include BA/ PDA L9/ Postgraduate Diploma/ Masters Childhood Practice plus a practitioner qualification. In addition, some qualifications which meet the registration requirements for other professional groups[15] can be accepted along with 60 credits mapped to the Standard of Childhood Practice (SCQF Level 9 or above) where there is a specific focus on leadership/ management.
Practitioner	Worker who identifies and meets the care, support and learning needs of children and contributes to the development and quality assurance of informal learning activities and/or curriculum. They may also be responsible for the supervision of other workers.	A practitioner who holds a practitioner award – SVQ3, SVQ4, HNC[16]. Practitioner status is the minimum entry level to the CPA. CPA is undertaken by many practitioners who aspire to becoming leaders and managers.
Support worker	Support workers in day care of children services are workers who have delegated responsibility for providing care and support to children.	NC, SVQ2 These qualifications are not sufficient for entry into the CPA

Since the creation of the *Register of Social Service Workers* in Scotland (SSSC, 2003), 89% of leaders and managers who require the CPA have achieved it, with the remaining 11% working towards the qualification (Wilson, 2014). The SSSC (2014, online) also reported that 1400 people have graduated with the CPA and that a significant number of those qualifying are practitioners who are undertaking it in order to seek promotion and career development.

The compulsory requirement for registration brings EYP into line with other professionals by setting professional standards and is '*part of the drive to raise standards and strengthen the professionalism of social services*' (SSSC, 2011: online). Staff also must adhere to *National Occupational Standards for*

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[14] Qualifications can include: BA Childhood Practice, BA (Honours) Childhood Practice, Graduate Diploma Childhood Practice, SQA Professional Development Award (PDA) Childhood Practice (SCQF Level 9), Postgraduate Diploma in Childhood Practice, Master of Education Childhood Practice

15 As such they may not be required to undertake a *practitioner award*– SVQ3/4 HNC as their professional qualification is recognised.

[16] NNEB (National Nursery Examination Board) and SNEB (Scottish Nursery Examination Board) are no longer current qualifications but are still recognised for registration purposes and can be used to access the CPA.

Social Services (Children and Young People) (SSSC, online a) and *The Codes of Practice* (SSSC, 2014), which outline *'the standards of conduct and practice'* (*ibid:* Introduction) of those who work in social service. The *Codes* are for both employers and workers and they identify both good practice and shared standards. Additionally, as part of the registration process, those registered must engage in Post Registration Training and Learning (PRTL) and staff over a five year period must complete 10 days or 60 hours of continuing professional development. SSSC provide an online tool to support workers keep track of the learning and training tasks they have undertaken (SSSC, online b). Thus EYP have comparable professional development requirements as their colleagues who are registered with the GTCS where there are also professional standards, Codes of practice and professional update requirements.

Registration and qualification for teachers

All teachers in Scotland since 1965 have been required to register with the General Teaching Council for Scotland (GTCS). The GTCS was created as the world's first independent self-regulating body for teachers and in March 2013 it launched a revised suite of four different professional standards for teachers (GTCS, online). These professional standards communicate the professional values and personal commitment that all teachers should demonstrate throughout their teaching careers, although it should be noted that only The Standard for Full Registration is a mandatory requirements for registration with GTCS regardless of the position held (*ibid*). The Standard for Full Registration (SFR) is additionally supported by the Code of Professionalism and Conduct (CoPAC) (GTCS, online) which identifies the parameters of professional conduct and behaviour expected of staff. The SFR highlights the role of all teachers to lead learning, work with and support other staff and partners. Building on the SFR, teacher leadership and leadership for learning is central to the Standard for Career-Long Professional Learning (SCLPL) and the GTCS Standards for Leadership and Management, like the Standard for Childhood Practice Revised (SSSC, 2015) highlights the need for a focus on leadership at all levels: learning, collaborative working and capacity building of staff. The full suite of professional standards and further information is published by the GTCS on their website, MyGTCS. In addition, teaching staff in Scotland must engage in the Professional Update (PU) process as a requirement for continued registration with GTCS. Professional Update is intended to promote and support engagement in professional learning and ensures that practice is enhanced through ongoing Continuing Professional Development (CPD) engagement. Like PRTL, teaching staff are able to record their PU progress online.

In terms of teachers' qualification, it has been a requirement since 1984 that all Initial Teacher Education (ITE) qualifications be delivered through degree level programmes (Donaldson, 2010). From 1993 until 2012 all ITE programmes had to be approved by the Scottish Government (*ibid),* however since 2012 the GTCS undertake the professional accreditation of programmes in much the same way that the SSSC accredit Childhood Practice programmes. Continuing reviews and a focus on the importance of qualifications has resulted in there being increased focus on the teaching workforce to up-skill and to undertake Level 11 credits[17]. In February 2015, it was announced that those who wish to pursue a Headship post would be required to undertake a specific Master level

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[17] SCQF – L11 is mapped to the following: Integrated Masters degree / Masters degree post graduate diploma /Post graduate certificate. (SCQF, 2010:2)

qualification for Headship. The development of this qualification has been led by SCEL and will become a mandatory requirement for all new Head Teachers from August 2018 (Scottish Government, 2015a: online).

The relationship between ELC and the compulsory education sector

An examination of both sectors reveals many similarities and overlaps in terms professional practice for those working in ELC and the compulsory education sector: curriculum delivery, meeting professional standards, adhering to codes of professional conduct[18], registration requirements and the need to engage in ongoing CPD. Further, leadership is embedded in both sets of professional standards (SFR and SCP) for those who work in both sectors and there is need to support professional development through self-evaluation and reflection. Ongoing engagement and professional development is therefore both a requirement and the responsibility of all staff in order to promote professionalism and ongoing improvement by highlighting the leadership role of all staff who support children and their families. Leadership responsibilities at all levels share many characteristics and it is therefore recommended that a mapping of the *Standards for Childhood Practice Revised* (SSSC, 2015) is undertaken to support any programmes and materials developed by SCEL for the FEL, in order that the ELC sector are similarly supported as their colleagues in the teaching sector.

Recommendation 1: A mapping of professional standards to the leadership activities in the FEL

An initial examination of the relationships between the two sets of professional standards (SCP and GTCS) identifies the common theme of leadership. It is therefore recommended that SCEL map the *Standard for Childhood Practice Revised* (SSSC, 2015) to the *Framework for Educational Leadership,* creating links to the SCP in a similar manner to those currently embedded in the FEL for the GTCS Standards.

The Framework for Educational Leadership

As outlined in the introduction to this paper, SCEL has been established to *develop, articulate and implement a vision for learner- focused and futures-oriented educational leadership* (European Policy Network on School Leadership, 2014: online). The *Framework for Educational Leadership* (FEL) is a self-directed learning resource to support and develop leadership skills in teachers and early years practitioners who hold the CPA. The FEL is an online interactive resource which currently provides professional learning opportunities for leadership at all stages: teacher, middle, school and system level and helps support engagement with the Professional Update (PU) process which is a

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[18] Codes of practice (CoP) (SSSC, 2014) required of those working in ELC and Code of Professionalism and Conduct (CoPAC) (GTCS, online) for teachers who are registered in Scotland.

requirement of the GTCS. As those in ELC have a similar requirement with Post Registration Training and Learning (PRTL), it is suggested here that SCEL should work closely with the SSSC to develop a similar associations to support the ELC sector's professional needs. The commonality of requirements illustrated in both SSSC and GTCS professional standards would suggest that both workforces would benefit from a three way partnership with SCEL and that all three organisations should work together to forge a shared future for educational leadership in Scotland.

Recommendation 2: A tripartite partnership: SCEL, SSSC and GTCS.

SCEL should work in a tripartite partnership with SSSC and GTCS thus helping to 'embed 'leadership networks' across the sectors and systems' (SCEL, 2014: online).

This recommendation links to Siraj's (2015) recommendation 7.

As part of the scoping exercise it was necessary to examine the current availability of resources to support leadership development. It is noted that the SSSC have an online resource, which is available to all those who work in social services. The *Step Into Leadership* resource makes available leadership information and resources to support leadership development and is available for anyone to access. Both the FEL and *Step Into Leadership* have at their heart the development of knowledge and skills for leadership growth. The table below provides an overview of both online resources:

Table 4: Step into Leadership and FEL.

	SSSC Step into Leadership	**SCEL's Framework for Educational Leadership**
Who is it aimed at:	- Frontline workers - people using services - managers - corporate and strategic leaders.	- Teacher - Middle - School - System
Elements included in the resource:	to evaluate and reflect on leadership create a learning log to record learning Leadership capabilities outlining the essential components for leadership links to the Continuous Learning Framework Organisational capabilities are encouraged and developed to support the concept of a leadership at all levels Links to National Occupational Standards Leadership materials and resources	The Model of Professional Learning: - *Reflection on practice* - *Experiential learning-for example* - *Collaborative learning* - *Cognitive Development* Leadership development activities at four key levels: Teacher, Middle, School and System SCEL Professional Learning Activities mapped to relevant GTCS Standards A range of resources including: relevant

	Examples of Practice illustrating leadership skills.	reading, videos, websites courses and thought pieces at each level of leadership.
	Relevant information about qualifications supporting registration and professional development	Examples of activities of key areas of focus: (there are many more)
	mentoring information	• Engage in and benefit from mentoring and coaching opportunities
	support from a leadership community	
	(Adapted from SSSC : online c)	• Engage in dialogue and activity with wider partnerships
		• Tools to evaluate learning and impact

The focus here is not to produce a like for like model or comparison, rather, Table 4 above serves to highlight the importance, type and focus of leadership activities. As previously recommended partnership is crucial to providing support for the ELC workforce and as both resources contribute to and support the development of professional leadership it is recommended that SCEL and SSSC should work closely in partnership to promote and complement each other's frameworks. Thus, all those in the ELC sector will have the opportunity to access and engage with comprehensive and linked up materials to help support educational leadership development.

> **Recommendation 3: Partnerships with SSSC**
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> SSSC and SCEL review their online Frameworks to avoid replication. The Frameworks should complement each other and links could be established within the frameworks both to promote materials and to avoid replication. Consideration should be given to the endorsement of *Step Into Leadership* by SCEL (See recommendation 11).

Consultation and data collecting to inform recommendations.

In order to examine the role of SCEL in supporting the educational leadership needs of the EYP in the ELC sector in Scotland consultation, to gain an insight into the opinions of those involved and to understand their needs, was undertaken to identify possible gaps in SCEL's plans so that informed recommendations could be made. As part of the scoping exercise the consultation process involved the following groups to solicit their views and opinions:

- Focus group reviewing the framework (9 CPA students and 2 representatives from Early Years Scotland)
- Survey monkey open to those in ELC across Scotland (98 respondents)

In addition to those who work in ELC, the providers of the Childhood Practice Award were asked to identify the leadership content of their CPA programmes. Further, LA were asked to identify their

provision in relation to CPD opportunities, with a focus on leadership available to those working in ELC in their authority

- Providers of CPA (5 responses)
- LAs (9 responses)

The focus group was set up to allow a group of EYP undertaking the CPA to view the online Framework in order to gain '*first-hand knowledge of the subject under investigation'* (Burrell and Morgan, 1979:6). This offered a means of collecting qualitative data which reflected the views and perceptions of those who attended. The analysis of the data reflected the participants' experiences and understandings (Putman, 1983; Schutz and Luckmann, 1983) and therefore, the issues, opinions, and observations presented neither seek, nor claims representativeness or generalisability. Likewise the information collected from the Survey Monkey was collected from 98 recipients[19] and consisted of 10 questions (appendix 1). The questions provided the opportunity for participants to identify positive aspects of current CPD opportunities. As well as identifying areas for CPD, participants were asked to identify anything that might impede their engagement with professional development activities. The data collected was coded and themes/issues identified. This process provided a starting point to look at SCEL's Framework for Educational Leadership (FEL) and the recommendations suggested are supported and informed by the feedback received.

Results from the Survey

It is interesting to note that notwithstanding attempts to build capacity in the sector, there is evidence of a new professional workforce in transition, where some practitioners remain uncertain about future professional development opportunities available to them within the ELC sector. A trend emerged from the survey results which reflect Siraj's (2015:107) recommendation where she states that '(t)here needs to be career opportunities for all, with relevant post qualifying courses' as for some with the CPA, there is a belief that the next step in professional development for them is to move on and complete an Initial Teaching Education (ITE) qualification.

- Yes, I could go on to do Primary Teaching or seek more training in areas that are of interest to me.
- No, next step would be teaching not what early years practitioners want
- ...for others they see it as a way to get promotion elsewhere or leave to do teaching
- Yes, doing teacher training
- Not really - just post grad teaching

It would appear from the responses to the Survey that many of the respondents associate professional development beyond the CPA with the ITE qualification rather than the professional development or training opportunities related to practice or leadership and management in the ELC sector. Despite the wide ranging and informative SSSC's resource (see table 4) – *Step into*

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[19] Not all participants responded to all the questions.

leadership, being available online with clear links publicised to those in the workforce, only one respondent mentioned it or appeared to be aware of the resource:

> *No, not really - SSSC offer information on their webpages but nothing that supports collaborative practice*
>   (Survey respondent)

The need for communication to promote opportunities is apparent and the lack of reference to, and possible awareness of, the SSSC online resource, shown by those who completed the survey, highlights the need for SCEL to consider how to promote the FEL. Partnership with the registering bodies (Recommendation 3) and links to online Professional Update (GTCS) and PRTL (SSSC) (Recommendation 2) should be established to link with the FEL. In addition, further partnership, for example with *Early Years Scotland and Education Scotland* who are in a position to support leadership development in the ELC sector and provide opportunities for partners to support and provide advice to SCEL with regards to the FEL. Thus, the drive to embed self-evaluation and reflection in practice for leadership development is supported in and across sectors.

The respondents also commended the courses and support received from their LA. It was claimed that LA provided relevant and supportive courses and training:

- Large variety of up to date training experiences from LA
- My local authority also offers regular training relevant to early years that also helps me to develop in my chosen field of work
- CPD training information available on council website and staff insider
- There is a huge variety of training opportunities put on offer to staff within the early years sector to further develop their practice
- Many CPD opportunities within my authority
- I think the LA offer supportive and relevant courses to support practice

In addition, many in the private and voluntary sector acknowledged that *in-house* CPD opportunities were provided but felt that LA and partnership staff received more support.

- Plenty for those in LA or partnership but little for those in voluntary sector
- A range of training is available from LA
- Private nurseries don't get the same opportunities as LA or partnerships

However, many of LA who responded to the consultation [Glasgow, Argyll and Bute, East Lothian, West Lothian, Falkirk and Scottish Borders], indicated that in addition to supporting their own ELC and their partners' staff they extended these opportunities to private or voluntary nurseries that they are not in partnership with. Additionally, LA report that joint training sessions which involve both the ELC and the teaching sector have increased. However, all LA reported a wide range of support for staff with a definite focus on supporting the ELC sector with both EYP and teaching staff being involved. Additionally, LA willingly invest in their own and partnership ELC staff by funding the undertaking of recognised qualifications such as: BA childhood practice and Scottish Vocational Qualifications. Many authorities provide specific leadership management support: for example Falkirk: *Managing Your Early Years Provision* is offered to all management staff who have responsibility for an early years establishment. Stirling and Clackmannanshire are currently planning

an 'Academy' style programme for the coming year for aspiring leaders in ELC. In order to support the work of LA, it is recommended that SCEL should support the development of leadership by promoting the FEL, thus providing further leadership support and options to meet the requirements of staff.

> **Recommendation 4: Partnership with LA and others to promote the FEL**
>
> In order that the work of SCEL is promoted to benefit all, it is recommended that further partnerships are developed with Local Authorities and where appropriate with other bodies that support the development of staff in ELC sector, such as *Early Years Scotland* and Education Scotland. This will help to embed the use of the tool at the earliest stage of practitioners' careers. In addition these partnerships and ongoing engagement and consultation will help to 'future proof' the tool as feedback and requests for updates and changes can be an ongoing element of the partnerships. Additionally, as the Education Bill (Scottish Government, 2015) proposes that all teachers in grant-aided schools should to be registered with GTCS; SCEL also needs to consider the inclusion of this sector as a future partner.

Many of the respondents also indicated that they are keen to further engage in formal learning as well as training. Comments also relate to the need for professional development to be delivered in manageable 'chunks' and the need for more information to be made available to staff about what training is 'out there'. The online FEL resource meets these needs and also positively addresses key concerns raised in the Survey, where issues of time, funding and being supported by their Establishments were consistently raised by all respondents. As the framework is online and can be accessed without the need of securing time away from the workplace it supports individual investment in the development of leadership skills.

Content of the Framework for Educational Leadership

The respondents identified the following as areas they would like to be made available on SCEL's FEL:

1. Leadership and management to manage: staff, change, motivation, mentoring and prepare for inspections.
2. Leadership for learning especially play, numeracy and literacy, assessment and curriculum

Based on the feedback it is evident that the workforce has very clear ideas and suggestions about the materials and content of what would support their leadership development. It is therefore important that SCEL, whilst being informed by policy and National guidelines, additionally consults with staff to help inform the content of the framework and ensure that it evolves in a congruent manner and continues to meet the needs of the users.

> **Recommendation 5: Consultation with both sectors about leadership content**
>
> SCEL should continue to consult regularly with the sectors in order that the materials and content of the online tool remains relevant and pertinent to the ongoing needs of those using it.

Consultation with CPA providers, as part of this scoping exercise, indicates that all the CPA programmes have specific courses that aim to develop and support leadership:

> *All leadership modules provide students with an underpinning knowledge and understanding of the Standards for Childhood Practice including an understanding of leading learning and leading others to lead learning. This includes leading creativity, policy review and development and using current research in the field to inform practice.*
>
> <div align="right">(CPA provider's response)</div>

Further, providers indicate positive support for a *shared framework across professions working with children 0-18* (CPA provider's response). Thus, it would appear that the FEL is viewed as a tool which will support practice and cross sector engagement by those who provide the CPA.

The FEL aims to support improvements in Scottish education by developing leaders at all levels. The framework supports self-evaluation and professional learning and links directly with GTCS professional standards to support leadership development. Education Scotland (online b) notes that this is where *teachers* are seen '*as professionals taking responsibility for their own learning and development, exercising increasing professional autonomy enabling them to embrace change and better meet the needs of children and young people'*. This commitment includes all those who work in the ELC sector and seeks to support their continuing leadership development. This scoping exercise aims to identify possible enhancements to SCEL's work plans to support the inclusion of those who are registered with SSSC, who hold the CPA and who work with children and families in ELC, with a focus on those who deliver the *Early Level* of the *Curriculum for Excellence*[20].

Currently SCEL provide a coherent structured programme which focuses on:

- Teacher leadership
- Middle leadership
- School leadership
- System leadership

It is at this point that it is observed that much of the language used on the SCEL's webpage is school sector focused. In order to develop a cross sector approach; it is recommended that inclusive language should be adopted by SCEL which reflects and includes both the ELC and the compulsory education sector. Further, as recommended below, clear terms should be used to reflect the diversity of the ELC workforce, as like the compulsory sector, there are hierarchical distinctions and levels of responsibilities that are not reflected or captured by the term *practitioner*. This recommendation links to Siraj's (2015) recommendation 27 which states:

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[20] Scottish Government's plans to further expand ELC provision to extend funded provision thus recommendation 13 addresses the need for SCEL to consider further development of the FEL to those working with 0-3.

the term practitioner should be reviewed (and).. (t)he Early Years Division should consult the sector and find a more suitable term.

It is noted that despite the registration levels of support worker, practitioner and lead practitioner/manager, there remains a plethora of titles used across Scotland at a practitioner level to denote those registered with the SSSC. As evident in many of the LA webpages titles vary from Child Development Officer, Early Years Practitioner, Nursery Nurse, Early Years Educator to name but a few. Whilst as noted by Anna Fowlie, Chief Executive of the SSSC, this is an issue which currently is decided at a local level and there is no national locus for the SSSC to look at job titles, Siraj (2015) notes that consultation with the workforce would determine if there is a need for a *more suitable term.* Thus, SCEL and partners could consult with the workforce to determine if a Scottish wide common term could be adopted which is acceptable to the sector and which could be used the FEL.

Recommendation 6: Inclusive language

Inclusive language needs to be adopted, where appropriate, in SCEL's publications and promotion materials in order that both sectors are appropriately represented.

Possible consideration of more generic terms:

   E.g. School/Nursery: establishment/ centre/setting

Recommendation 7: Consult with the EYP regarding a Scottish wide title

   a) In the interest of ensuring clarity for ELC staff representation on the FEL, staff titles need to reflect the various professional levels, which like the teaching sector, exist within the ELC workforce. SCEL could work with representatives from ELC and across the LA, Private and Voluntary sectors and SSSC to support the adoption of titles that ELC staff can identify with.

   b) SCEL should engage in any National initiative, with SSSC, to consider whether there is a need to establish a Scottish wide common term for *practitioners* who work in ELC.

In Scotland, according to Raffe (2008), those who work in the ELC sector have often been viewed as separate from and often viewed as a lower status than compulsory education. This is partly due to its non-compulsory nature, curricular differences and the historical requirement that the ELC sector be led by a teaching colleague. However, with the changes to registration requirements, the development of shared policies, development of staff qualifications and with the introduction of a continuous curriculum for children and young people 3-18 (Education Scotland, online a) there is a need to further break down professional and vocational barriers between the sectors through cross sector leadership development. SCEL's priorities and themes were acknowledged in their report in September 2013, and approved by the National Implementation Board, where it was acknowledged that there is a need for the development of a shared philosophy and understanding of educational leadership that focuses on positive outcomes for children. SCEL's strategic plan clearly states that it:

aims to support teachers and early years practitioners to make a difference to the outcomes for children and young people through access to innovative and quality leadership programmes and services.

In addition to the online FEL, SCEL also offers opportunities to engage at a broader level through participation in, and endorsement of, programmes and professional learning opportunities such as, *Middle Leadership*, *Into Headship*, *Extended Induction* and their *Fellowship* programme. However, prior to examining these elements of SCEL's work there is a need to examine the current representation of the ELC sector in the FEL.

It is noted that *Early Years Leaders and Practitioners* are listed together yet separately from the other targeted leadership levels: teacher leadership, middle leadership etc. As noted above, the ELC sector has hierarchal levels similar to the compulsory education sector and the leadership requirements for those who hold the CPA could perhaps be equated with hierarchical roles and responsibilities that teaching colleagues hold. For example, senior practitioners, like principal teachers, undertake Middle leadership roles as their remits go beyond leadership for learning; those who are Heads of Centre, like Head Teachers have a strategic responsibility for their establishment, and some owners of private nurseries who have undertaken the CPA own, or have responsibility for, several establishments and could be mapped to leadership at a school or system level. In order to secure cross sector working comparative and inclusive levels are required to be identified so that all staff can benefit from FEL at an appropriate level. This issue was highlighted during the Focus Group discussion when participants indicated that the ELC sector should not be viewed as an 'add on' or indeed separate from the compulsory sector. Addressing this issue of incorporating SSSC registered staff from the ELC sector at the earliest opportunity will help streamline the work of SCEL, as they will not be required to develop a separate framework for the sector and it will support cross sector recognition. Table 5 suggests possible comparable leadership levels for both the school and ELC sectors.

Table 5: proposed sector equivalence for Framework programmes

GTCS registered titles	SSSC registered titles	FEL possible titles
Teacher	Practitioner and Senior Practitioners (working towards CPA)	Pedagogue[21] Leadership
Middle leader	Practitioners/Senior Practitioners with CPA	Middle leadership
Headship preparation programmes	Senior Practitioner (CPA)/ Depute Heads of Centres	Headship preparation
Headship programmes for new Heads	New Heads of Centre with the CPA	Headship programme
Serving Heads: Fellowship programme	Serving Heads of Centre: Fellowship programme	Fellowship programme

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[21] Pedagogue is only a suggested term which may be appropriate to both sectors.

	(Must hold CPA- SSSC requirement)	

Endorsement of Programmes

The FEL provides opportunities to develop staff at all levels with the encouragement to engage in leadership development activities available online and will include: opportunities to examine good practice, access videos and literature pertaining to leadership, engage in and benefit from mentoring and coaching opportunities, enter into dialogue and to have access to tools which will support evaluation of learning and impact. In addition to these aspects at each level, it is also possible to move within the resource to examine what is available at other levels. Further, the framework FEL

Recommendation 8: Inclusive framework

In order that leadership development for staff who are SSSC and GTC registered can be maximised, where possible, consideration should be given to a single inclusive framework where comparable levels are identified and EYP staff are not viewed as an 'add on' to the framework.

This links to recommendation 5 and 6.

acknowledge that leadership should not simply be confined to those leading establishments and should permeate all practice in order that it supports better outcomes for children and their families. It is however acknowledged, that leading an establishment is a key role, and as such this responsibility is highlighted and given specific consideration.

The *Into Headship* qualification has been developed for those teachers who aspire to this position and as noted above will become a mandatory requirement for all new Head Teachers from August 2018 (Scottish Government, 2015a: online). The aim is to '*build the necessary knowledge, skills and understanding required of senior leaders'* (SCEL, online) in order that those undertaking the qualification can meet the *Standard for Headship* (GTCS, 2015), which is a Level 11 programme which allows candidates to gain 60 credits. The qualification has a similar aim as the Childhood Practice Award (CPA), where registered practitioners and Lead Practitioners/ Managers meet the *Standard for Childhood Practice Revised* (SSSC, 2015) which has a leadership focus.   Consultation with providers established that all CPA programmes deliver aspects of leadership which are mapped to the Standard for Childhood Practice (QAA, 2007).For those who have undertaken the CPA aspirationally, intending to secure a Headship, undertaking the *Into Headship* qualification could be seen as replication, albeit at Level 11. However, a further programme to support newly appointed Head is in the process of development by SCEL. The *Extended Induction* programme which awards 60 credits at Level 11 will be designed to support and develop new head teachers and is a practice

based learning programme. It is recommended that all ELC newly appointed Heads of Centre who are registered with the SSSC as a leader/manager and hold a CPA will be eligible to undertake this programme in order to support them in their new Head of Centre role.

Recommendation 9: Newly appointed ELC Heads and Head Teachers

Newly appointed Heads of Centre in the ELC sector, like their Head Teacher counterparts, should be eligible for the *Extended Induction* programme. This will allow Heads of Centre to share and develop their leadership skills within an extended community of practice and will support cross sector working.

This also links with Siraj's (2015) recommendation 22 where she suggests that Universities and other Higher Education Institutions increase Masters routes of study for EYP.

In addition, providers who deliver the M.Ed. CPA programmes share the aim of developing leadership skills. These are set at SCQF Level 11 which is a comparable level of study as the *Into Headship* and the *Extended Induction* programmes. Therefore, consultation between the Universities providing these programmes, SCEL and the Scottish Government should be considered. Potentially, specific courses from the CPA Masters programmes, where there is a focus on the leadership and management of settings, could be available as an alternative option on the *Into Headship* or the *Extended Induction* programmes to allow candidates' choice when undertaking their programme of study. This could have particular relevance to teachers who wish to work in the ELC sector and who may have been appointed to a head teacher post in schools with a nursery class. This would, for the providers, possibly increase the number and diversity of the students[22] applying for their programmes. For SCEL this will also authenticate their commitment to cross sector engagement by promoting joint study opportunities for both sectors.

Recommendation 10: Articulation between the Masters in CPA and Into Headship / Extended Induction programmes.

SCEL, Scottish Government and Providers should considered possible articulation between the CPA Level 11 and the *Into Headship/Extended Induction* programmes, taking account of the National Masters framework. This will allow alternative courses to be offered to those from the compulsory education sector where they will be able to study alongside their colleagues in the ELC sector.

In addition to the certificated programmes discussed above, providers of other leadership courses of study, including the CPA, and CPD for ELC sector are able to apply for endorsement with SCEL. This will support the recognition of good practice and promote further options for practitioners wishing to develop their leadership skills through training and qualifications. One of the benefits of

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[22] It should be noted that CPA does not exclusively have ELC students rather as the focus is on Childhood Practice it includes Out of School Care and other professionals who working childcare settings.

endorsement will be the promotion and advertising of programmes thus supporting the ongoing leadership development of the ELC sector.

Recommendation 11: Endorsement by SCEL of certificated programmes, training and CPD opportunities.

  a) Providers of CPA should be encouraged to apply to SCEL for endorsement of their L9-11 level awards.
  b) Providers of programmes of study that have been designed to support leadership at all levels – specifically the *Step into Leadership* online resource- should be encouraged to have their programmes endorsed by SCEL so that the tool is further promoted and practitioners can be encouraged to engage with it.
  c) LA and others, who provide training and CPD, should as part of ongoing partnership work seek endorsement of opportunities thus allowing CPD to be recognised and promoted by SCEL.

The Scottish College for Educational Leadership: Fellowship programme

For Heads who are highly experienced the Fellowship programme is aimed at 'Headteachers in schools and Heads in early learning and childcare centres to support their capacity to contribute to system level leadership' (SCEL, online). The opportunities provided through the Fellowship programme include representing SCEL by providing input at events and involvement at a National Level through involvement with consultation groups. The Fellowship programme is clearly aimed at leaders in both sectors; however SCEL online site indicates 'Fellows become champions for leadership and the teaching profession' as previously indicated the language adopted could be more generic so that it appears less sector specific. Additionally, as noted in Table 4, the CPA is a registration requirement with the SSSC for all leaders/managers and as such it is recommended, in the interest of parity with the teacher, EYP from the ELC sector will be required to have completed their CPA and be registered as a leader/manager with SSSC, prior to embarking on the Fellowship programme.

Recommendation 12: Eligibility for the Fellowship programme.

It is recommended that candidates applying for the *Fellowship* programme need to be both registered with SSSC at the leader/manager registration level and have completed the CPA.

Future exploration and scoping

The following recommendations go beyond the original brief of the scoping exercise and serve to further include those who work in the Early Years sector and extend the FEL to include other childcare workers who are required to register with the SSSC. It is recognised that SCEL is in its second year of operation and the following are presented for future development and consideration.

First is the inclusion of Early Years Practitioners who work with children age 0-3 who were not part of this scoping exercise. As discussed above, ELC provision has been extended to many two year olds and with the possibility of future expansion of ELC to 30 hours per year by 2021, all Early Years Staff who have achieved the CPA will need to be supported across the ELC sector. Practitioners who work with children 0-3 years are equally required to achieve a practitioner qualification as those who work with 3-4 year olds. Often as part of their employment contract or as a part of their professional development, many staff at various points in their career will work with children ranging from 0-5 years old, in a similar way to teachers who change the ages and stages of those they work with in the school sector. As the focus of the FEL is leadership, and as the ELC workforce have the same qualifications and registration requirements, consideration should be given to inclusion all those who work across in the Early Years sector in the FEL. It is recommended that there should be consultation with the workforce to explore the current FEL resource and to map the content to ensure it is appropriate for the workforce.

Recommendation 13: 0-3 staff should be included in SCEL's future Strategic Plan.

a) SCEL should consider future development to extend the FEL to include all 0-3 staff who meet the *Standard for Childhood Practice Revised* (SSSC, 2015) so that they are eligible to register with SCEL and benefit from the leadership development opportunities it provides.

b) SCEL should consider a timescale for this development and should build this into its future Strategic Plan.

This recommendation links to Recommendation 5 where consultation with the sector will help support future developments of the FEL.

Further, it is recommended that as part of SCEL's long term strategic plan, further scoping work should be undertaken to consider the inclusion of other non-compulsory childcare practitioners who also are required to complete the CPA for example, Out of School Care workers. Practitioners in this sector are also required to register with SSSC and meet the qualification requirements to lead and manage establishments in their sector. It is therefore recommended that SCEL should consider setting a timescale for a further scoping exercise that considers how the FEL can be adapted to be inclusive of other childcare practitioners who register with SSSC.

Recommendation 14: Further scoping to include other childcare sectors in the FEL.

There is a mandatory requirement that practitioners and leaders/managers from non-compulsory childcare sectors, for example: Out of School Care, need to meet the same registration requirements as those in the ELC sector. It is therefore recommended that SCEL should, as part of its long-term Strategic Plan, consider setting a timescale for a scoping exercise that will consider how the FEL can be adapted to be inclusive of other childcare sectors.

Summary

In the last few years there has been considerable investment in both qualifications and professional development available to EYP. It is widely acknowledged that effective ELC provision is critical for children's development and it can have positive long lasting benefits (Walker et al., 2011). Further, well qualified staff create positive learning environments which can have a significant impact on children's learning and development (Elliott, 2006). It is therefore imperative that EYP who work in the ELC continue to be supported in their practice and their leadership. SCEL's EEL is unique and innovative in its intent to bring both the ELC and the compulsory education sectors together with a shared focus on leadership development. SCEL's FEL offers an opportunity for EYP to engage with relevant leadership materials and importantly offers opportunities for joint sector collaboration. The recommendations here are intended to support SCEL's initiative to develop leadership development and to promote the ongoing professionalisation of the ELC sector.

The 14 recommendations listed, seek to support the work of SCEL in this endeavour:

- Recommendation 1: A mapping of Standards to the leadership activities in the FEL
- Recommendation 2: Links made to PRTL
- Recommendation 3: Partnerships with GTCS and SSSC
- Recommendation 4: Partnership with LA and others to promote the FEL
- Recommendation 5: Consultation with both sectors about leadership content
- Recommendation 6: Inclusive language
- Recommendation 7: Consult with the EYP regarding a Scottish wide title
- Recommendation 8: Inclusive framework
- Recommendation 9: Newly appointed ELC Heads and Head Teachers
- Recommendation 10: Articulation between the Masters in CPA and Into Headship/ Extended Induction programmes
- Recommendation 11: Endorsement of CPD
- Recommendation 12: Eligibility for the Fellowship programme.
- Recommendation 13: 0-3 staff should be included in SCEL's future Strategic Plan
- Recommendation 14: Further scoping to include other childcare sectors in the FEL.

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Appendix 1

Please indicate below the strengths of the current training available to you to develop your practice in Early Years (3-5)

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Please indicate below any training or qualifications that you would like to undertake in order that you can deliver the best service to children in nursery (3-5).

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Do you believe that your sector is well catered for in terms of the professional development opportunities beyond your degree level qualification? Please provide examples

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What do you think the obstacles are to accessing professional development opportunities?

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If you were provided with an opportunity to undertake further training in Educational Leadership what would you like the programme of study to focus on?

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Why have you selected this area for further development?

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Do you have any other comments, questions, or concerns about opportunities for professional development?

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