Innovative practices of inspection

Conclusions of SICI’s reflections in 2019

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Introduction

In 2018 the members of the Standing International Conference of Inspectorates (SICI) chose to reflect on the Impact of inspection as the main focus of their seminars. This theme seems a fairly straightforward one for inspectors since it is at the core of their professional identity in a context where external evaluation of education systems is developing and is carried out by many national and international actors. Inspectorates are therefore rethinking and redefining their role in a fast changing world where the right balance between autonomy and accountability of stakeholders is dynamic and constantly being questioned. The conclusions of this reflection were summed up in a paper which can be downloaded from the SICI website.

The Impact of Inspection

The topic of Innovative practices of Inspection was the focus of the year 2019: it may at first sight seem a more surprising choice for a profession whose historical role has been to control and evaluate rather than to promote innovation, in its own methods or in school practices. But when one thinks about it, it becomes quite clear that reflecting on innovation of inspection practices is but one way to broach the subject of the evolution of the role of inspection and inspectors in today’s education systems. The main underlying question is still the same as the one asked in 2018 about the impact of inspection: how do we ensure that we play an efficient role in improving the education young people receive? This central question leads to a number of others: What changes do we need to bring about in our own approach in order to help other stakeholders change for the better? How do we decide which innovations are for the best? How do we go about implementing them? How does innovation lead to change? What innovative methods do inspectors use to identify and promote good practices in schools?

Janet Looney states that ‘innovation has been a topic of considerable interest in the education sector for some time. Indeed successful innovation depends upon human creativity, knowledge, skills and talents that are nurtured and developed, in large part
through education. How can schools and teachers better cultivate these capacities? And importantly, how can educational systems develop their own capacities for innovation?"¹

Reflecting on Innovative practices of inspection, seen in this light, seemed to be both a necessity and a challenge.

It seems a necessity for inspectors to:

- Adapt different Quality Assurance mechanisms to a changing school landscape where every student’s needs are to be addressed by more and more autonomous schools whose results are measured through an evidence-based approach.
- Find the right balance between control and support of schools and teachers as well as between evaluation of public policies and advising policy makers.
- Define the right approach to evaluate both schools and teachers or teaching practices based on class observation.
- Increase the impact of our work as external evaluators.

It is also undoubtedly a challenge, because it seems to raise more questions than it solves:

- How do we define Innovation compared to experimentation or change?
- What are the most efficient ways to encourage innovation? In schools? In evaluation methods? Does it involve collaborative work, experimentation involving all stakeholders or distributed leadership?
- How to assess the impact of innovative practices? Is it possible to build an “indicator” of innovation?
- What are the existing experimentations and expertise which we could share? (report of the ET 2020 Working Group, schools)
- How can we make good use of research on innovation in schools? (Looney, 2009: Assessment and innovation; Hopkins: Networks of innovation; Hargreaves, 2003)

To raise to the challenge, SICI structured its reflection around three questions which guided the workshops throughout the year:

I. Innovative practices of inspection: Driving forces and goals.²

I.1 How do we define innovation?

Reaching a shared and clear understanding of the word was one achievement of the first workshop hosted by Bulgaria. The specificity of Innovation compared to similar words like change, experimentation or good practice was clarified.

The etymology of innovation is “Innovare”, which can be defined as “to introduce something new in something established”. Innovation is a process which starts with an idea, eventually leading to experimentation and then generalization. It must be clearly distinguished from the notion of change, which does not necessarily imply the voluntary introduction of one new element. An illustration of this difference is that we talk about the weather changing but not the weather innovating. Innovation can sometimes lead to change, if it is nurtured, encouraged, and assessed.

Innovation only happens by human action. It requires a human brain, a human hand, to introduce this new element, to encourage it to grow and to bear fruit. It is often strongly anchored in tradition and uses all the benefits of the past to build the future. It is therefore different from invention which implies that something totally new is created or discovered.

In the field of economy, the definition given by Schumpeter in 1942 is still a reference: he defined innovation as ‘creative destruction’, which means ‘destroying an old combination and realising a new one.

²To know more about the workshop in Bulgaria: http://www.sici-inspectorates.eu/Activities/Workshops/Innovation-Driving-forces-and-goals
In education systems, innovation obeys different driving forces from economy: If indeed all human institutions innovate, education can be said to be a specific field: it does not innovate in order to sell anything, but rather to improve teachers’ practices and pupils’ experience and help them succeed. Student success is a key objective of innovation, as is their welfare and well-being. Innovation aims at having an impact on teaching practices and, thanks to monitoring and accompaniment which inspectorates can provide, teacher well-being can also be promoted.

Furthermore, innovation can lead to system-wide evolution within educational systems. This can be made possible through curriculum management, a change in inspectorate practices, or through the accompaniment of new policy objectives.

### I.2 The nature and goals of innovation are not the same in every context.

The driving forces of innovation can be both internal and external:

- **External drivers of innovation** are societal demands, political orientations and priorities, a changing accountability landscape, a changing environment within schools themselves, and challenges for teacher well-being. It can be argued that innovation is imposed upon schools, teachers, school heads by the necessity to adapt and to rise up to the everyday challenges they face.

- **Innovation is also driven by strong internal factors**: the need to perform, to do well, to make a difference. It is part of human nature to want to be more efficient, to succeed, to adapt and to survive. It is interesting to bear in mind that the word innovation has a strong positive connotation; being an innovator is considered a quality.

Innovation being some new element introduced in an existing system, its nature depends on the context in which it appears. The definition of an innovative practice is therefore completely different in Bulgaria, Scotland, England, or the Netherlands, depending on their history, their organisation, and their needs.
Building on innovative practices elsewhere in Europe to drive systemic change: The case of the Bulgarian National Inspectorate.

Tasked with putting national priorities in education into action, the very young Bulgarian National Inspectorate of Education (NIE) was created in 2018. The inspectorate is actively replying to societal demands to accompany change in the education system to meet the needs of 21st century society. Whether it be through the establishment of an inspectorate to consider different modes of assessing quality in education or of tools to measure the efficiency of educational policies, these are exciting and busy times for the Bulgarian inspectorate and represent a sea-change in relation to previous practices. If we can state that this represents an example of systemic change, it calls on innovative practices observed elsewhere in order to put in place this new structure.

The Bulgarian Ministry of Education is encouraging schools by creating an “innovative” label in four key areas: the organisation and/or content of the educational process, new practices of school management, new teaching methods (notably through increased team work), and, finally, new curricula. Most Bulgarian innovative schools choose a mix of the first three areas.

The question of how innovative practices in such schools, which are of great interest for parents for their children’s education, can be shared is under study for the moment.

Nurturing innovation and promoting better practices at all levels of the education systems: the example of Scotland.

Her Majesty’s Inspectors in Scotland carry out various types of inspections whose format and objectives are different. Among the stated objectives is the promotion of better practices at all levels with the education system. How can this be put into practice in reality? Her Majesty’s Inspectors in Scotland are committed to evaluating WITH schools, through openness and transparency with the criteria communicated to stakeholders beforehand. This builds on the “How good is …?” publication series which has existed since 1996. “How good is our school?”, for example, also integrates learners’ experience. Self-evaluation is also promoted.

Furthermore, the PRAISE framework (Purpose – Relationships – Awareness – Information gathering – Sharing information – Enabling) has been identified as underpinning
best practice, and has also played an important role in the “Scottish attainment challenge” which aims to raise attainment, and close the poverty-related attainment gap.

Inspectors signpost effective practices which others can learn from, and offer guidance and advice regarding improvement. Sketch notes, which are easily accessible, are produced in order to allow such effective practices to be readily shared.

It is further hoped that the creation of six “collaboratives” (which are akin to informal regional educational bodies) will facilitate the promotion of increased collaboration and partnership among schools.

**Focusing inspections on the quality of education rather than on data analysis: OFSTED**

It could be argued that the case of **OFSTED in England** is one of evolution, not revolution, of gradual planned change rather than experimental innovation. OFSTED’s observation has been that inspectorate’s statutory power has been “feared” by schools in the past. This has led to unwanted effects where a strong focus on accountability system can divert schools from the real substance of education. It has been observed that what young people learn often takes second place to delivering performance data. Indeed, teaching to the test and the narrowing of the curriculum have the greatest negative effect on the most disadvantaged and least-able pupils.

This analysis led OFSTED to profoundly renovate its inspection framework, in the hope that, thanks to an evolution of their inspection practices, inspectors will put more focus on the quality of teaching. This new framework aims to be a force for improvement through intelligent, responsible and focused inspection and regulation with a particular focus on core values such as the well-being of pupils and students, accountability and transparency. The strategic approach has been reviewed with greater emphasis on scientific publications to promote greater responsibility amongst stakeholders.

**Changing inspection practices to meet stakeholders’ needs**

The importance of professional dialogue is a common concern among SICI members, even if such dialogue may take different forms throughout Europe. In Malta, teachers are informed one week ahead of a visit, which is aimed at building greater trust between schools and inspectors. Flanders and the Netherlands have recently changed their
systems with the improvement of professional dialogue as one of the issues. The Netherlands changed their model for several reasons. They want to emphasize the responsibility of school boards for the quality of the schools. Stimulating to be ambitious is an important aspect within this new model. In addition, they also want to increase the involvement of stakeholders and to have better professional dialogue.

There has been research on this topic in the Netherlands. In Flanders, there had been some criticism of the lack of feedback in the previous system. Consequently, inspectors received training so as to better respond to the needs of principals and teachers. This reform has had a positive impact. A recent reform was introduced in France in the same spirit: teachers, who are advised one month before a visit, are evaluated according to a series of criteria which are communicated beforehand.

The consensus was that the more communication there is, the more trust there is between teachers, schools and inspectors. In some countries, the reports are published, sometimes partially published. In some countries, reports are not published online, which raises questions about transparency. The issue of increased school autonomy leads to a need of continued evaluation and inspection (whatever term we use to define our visits).

There has been an evolution, rather than innovation, from a role of control to a support and advisory role. Inspectors are increasingly mediators, helping to find solutions. However, it can lead to a form of dual personality about whether the inspectorate is in an advisory capacity or a posture of control.

II. Strategies to encourage innovation and obstacles to overcome.³

II.1 Adopting a system-wide approach and co-creating with stakeholders

The Regional Inspectorate of Madeira took the initiative of adding the expressions, “co-creation”, and “system-wide approach” to the workshop’s title, which state clearly the two basic principles on which its strategy is based.

³To know more about the workshop in Funchal: http://www.sici-inspectorates.eu/Activities/Workshops/Strategies-and-obstacles-for-innovation,-system-wi
2019 is the third year of the Regional Inspectorate of Education (IRE) as a department directly dependent of the Madeira Regional Secretary for Education. Its mission is to guarantee the quality of the education of children and students, in a perspective of education for all, human rights and inclusion.

To lead to successful change, innovation has to be implemented on a wide scale and to involve all stakeholders. Madeira states that some key steps have to be taken: observing and analysing the planning, implementation and evaluation of the learning outcomes of the students and adopting measures of improvement. These measures result from the school diagnosis, plan and implementation and must ensure equal opportunities and better understanding of the processes of implementation of educational policies determined by the state. The aim is the adoption of practical improvements planned in these processes, school results. Their strategy is based on the cycle of Deming / plan-do-check-act.

This approach is developed specially in two systemic projects:

The development of learning, which aims at observing, and analysing the school’s planning, implementation and assessment of students’ learning.

An assessment of the recent change of the school year organisation which aims at gathering information on the way full time school is being implemented in basic education.

In a nutshell, Madeira’s recommendation to inspectors is «don’t check a list! Involve every stakeholder and do not forget the human touch. »

The advantages of making different stakeholders feel part of the process are widely recognised, for example through building evidence together (Scotland, Basque Autonomous Region, Italy). In Scotland, this process includes families and even pupils. It is more and more common for inspectors to inspect WITH the school and the teacher teams and not against them. The importance of accompanying schools is also an important element of a successful strategy. For many inspectorates, notably Madeira and the Basque Autonomous Region, it is necessary to adopt a long-term approach so that innovations have time to take root. By accompanying schools on the path towards self-evaluation, INVALSI (Italy) allows educational professionals to develop new skill sets that will help them identify goals and evaluate their progress. The inspectorate can provide impetus. They provide a clear framework in which innovation can take place. Through evaluation, they can provide schools with positive feedback. The role of the inspectorate, as an external observer to practices within schools, is to highlight achievements and suggest areas for further
development which the school and its actors, through greater responsibility, or even through the development of specific training programmes within schools (mainland Portugal), can embrace.

The way inspectors include the question of innovation in their observation framework is a point of attention. Some inspectorates take care to avoid a one-shot approach (Basque Autonomous Region) and accompany and monitor schools over a longer time period, which represents an innovative practice for them. In Scotland, non-professionals (parents and pupils) can be part of the observation process. Italy calls on a university expert in educational questions to be part of a three-person team which visits schools.

Observation of classroom practices offers an indirect approach to overcoming obstacles to innovation. In a number of regions, however, classroom observation is not a common practice, although some inspectorates are trying to include it in their framework. Broader, cross-curricular themes seem to provide such access, but observation of teaching practices inside the classroom remains rare, except in a few countries like France and mainland Portugal.

A more direct approach exists through training educational professionals and providing them with the tools they need, as well as explaining innovation to and convincing all stakeholders. There can only be advantages in sharing good practices and transforming them into system-wide practices. A regular dialogue with schools (Madeira, Basque Autonomous Region) is important and can drive innovation.

II.2 Monitoring innovation and shifting the focus of assessment

The shift from a knowledge-based student evaluation to the development of a skill set allowing students to more easily take their place in modern society is clearly a major evolution of education systems in the recent years. In Madeira, many speakers (Basque Autonomous Region, Scotland, Madeira, mainland Portugal, Italy and Luxembourg) emphasized the requirement to meet societal needs to improve student results and increase their skill levels. The promotion of students’ well-being (Basque Autonomous Region, Madeira) and a more positive learning experience, whether it be through the provision of extra-curricular activities (Madeira, Scotland) or rethinking classroom layouts (mainland Portugal) to foster greater communication and teamwork between students have also been
shown to be worthy goals. The reduction in the poverty-related attainment gap is an urgent necessity put forward in many countries. In Scotland the widespread support across the political spectrum, but also within the community, aims to create the necessary conditions which would allow pupils from underprivileged backgrounds to reach their full potential.

Accompanying these momentous changes require a strong capacity of innovation on the part of schools and teachers but also on the part of inspectors whose responsibility is to help make them happen. Their traditional role of control still exists and continues to be necessary but they also need to help education systems to raise to the challenges they meet.

The Inspectorate of the Basque Autonomous Region seeks to promote the achievement of a quality education system, through the monitoring, evaluation and provision of advice to schools and other elements of the system in order to contribute to their improvement. INVALSI, the National Institute for the Evaluation of Educational Instruction and Training, spoke of the sea-change needed in Italy to move away from the former top-down, centralized approach in order to improve the capacity of schools to improve their self-evaluation capacities so that they can clearly identify the strategic axes they need to work on and better respond to students’ and societal needs. The inspectorate from mainland Portugal spoke of an increased focus on monitoring in recent years, which consists of regular observation and support of educational action, in order to obtain a better knowledge about the application of educational policy measures, notably curriculum management.

The way assessment is conducted obviously can have a very important impact on the capacity of teachers and schools to innovate and take risks. Janet Looney’s work on the link between innovation and assessment underlines that “while necessary, assessment based on high-stake examinations often acts as an incentive to teach or study “to the test”. It may limit risk-taking by teachers, students and parents, for instance.” The problem may be amplified if a system of accountability and incentives uses the results of these examinations and tests to assess teachers and schools. What should be done to ensure that the systems used to assess education systems do not stifle risk-taking inherent to innovation and that they foster innovations skills in students?”

The study proposes three main ways of combining assessment and innovation:

- Developing a wide range of performance measurements for both students and schools

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II.3 Obstacles to overcome

Supporting innovation in schools implies a number of risks and challenges for external evaluators because it can appear as contradictory with the historical core mission of inspections which is to regulate, to promote consistency and stability rather than creativity and flexibility.

From the point of view of schools, logistical, technological, and financial resources were seen as possible obstacles. In addition, some innovations can be perceived as being too ambitious. Managing expectations of what innovation can achieve in a short timeframe (Scotland) could have an adverse effect to the long-term goals of a given educational policy.

Innovation within education systems invites the various stakeholders to question their practices. However, if there are competing visions within the school environment, this, too, can also be an obstacle. The lack of understanding of what is at stake, sometimes through inefficient communication of goals or the absence of professional dialogue, can slow innovation.

Teacher motivation can also play a part to slowing down the dissemination of innovative practices. Furthermore, a lack of teacher training to integrate innovation into their practices inside the classroom (Luxembourg) can slow down the process, or even bring it to a grinding halt.

Student and parental resistance to changes in teaching practices has also been observed in some countries and raises the question of how to re-engage students and parents with the education system. Top-down approaches have shown to have serious limits in encouraging innovative practices (Italy, Luxembourg) and, as such, can do more harm than good.

Fear of change obviously comes to mind. Indeed, educational professionals wonder where change might lead them (terra incognita). Such fear has had a negative impact on the expected results of the paradigm shift in Luxembourg. It can be the case that they are afraid of not being up to the task, with the lack of experience in self-evaluation (Italy) being a prime example.
Identifying the nature of such obstacles and the potential risks associated with change is an essential condition of success in monitoring any innovative project. The need for a clear mission statement and political will were underlined by many inspectorates (Scotland, Luxembourg, Madeira) and the very question of whether innovation is always a good thing was raised (Madeira, Basque Autonomous Region), which, naturally, leads to the question of its evaluation.

III. Embedding innovative practices in inspection, the experience of other countries-practice, challenges, learning and impact

Ireland is seeking to develop inspection in ways that support collaborative professional practice, valuing professional collaboration in inspection frameworks, encouraging leadership encourages team work, building inspection’s methods through collaboration, focusing on observation practice rather than over relying on data, making the most of the value inspection can add.

The core belief is that the most powerful factor in ensuring children’s learning is the quality of teachers’ individual and collective practice and how school leadership enables this to happen: school self-evaluation (SSE) and inspection value teachers' collaboration and involvement of students in SSE.

Inspection pursues both accountability and improvement of schools.

5 To know more: http://www.sici-inspectorates.eu/Activities/Workshops/Embedding-Innovative-Inspection-Practice
The emphasis is placed on classroom observation and dialogue with practitioners, avoiding over-reliance on test and examination results as the sole or dominant measure of a school’s effectiveness. Inspection reports do not include statistical data on academic performance that could lead to the compilation of league tables; they use a wide range of evaluative language and avoid pronouncing a single overall judgement about the school.

The workshop in Dublin was implemental in helping to define what innovative learning environments could look like and how inspectors can make them happen.

III.1 Building lasting Innovative learning environments.

Learning in the 21\textsuperscript{st} century

- Learning as knowledge, skills, attitudes and values
- Learners are co-creators of “content of education”
- Dynamics of learning organisations
- Where does learning happen?

Learning in the 21\textsuperscript{st} century and in the future requires a redefined environment where schools and education systems will:

- Make learning central, encourage engagement of learners
- Attune to learners’ motivations and understand the importance of emotions
- Become acutely sensitive to individual differences, including prior to knowledge
- Demand more of students without overloading them with work
- Use assessments consistent with their aims, emphasizing formative feedback
- Promote horizontal connectedness across activities and subjects, in and outside of schools.

In such environments, really effective learning is understood as a social activity and teaching breaks out of its traditional isolation to engage in challenging professional conversations which are perceived as precious opportunities of professional development.
III.2 Inspectors can foster innovative environments by showing the way in their own methods.

Teachers often reproduce a model with which they are familiar and inspections can help bring about innovation by showing another model and innovating themselves. Different types of inspection models are being developed throughout Europe. Sweden highlighted its thematic approach. Wales spoke about its model in which peers also participated in the inspection process, thus allowing for greater professional development. It also insisted on the importance of taking pupils’ voice into account. They are often interviewed apart from teachers (not just on teaching practices, but also on the role of the inspectorate). In Ireland, Inspectors engage with focus groups of students during whole school evaluations; student questionnaires are also disseminated and analyzed alongside teacher and parent questionnaires during WSEs.

Self-evaluation and empowering schools so that they have the necessary skill set to do so in order to identify axes for improvement was highlighted by many attendees. England spoke of its questioning a purely data-based approach, with many inspectorates stressing the need to base their work on evidence gathered during a visit or through observations.

The importance of communication and of creating a trusting environment was underscored during this workshop. Some member inspectorates, such as Sweden and mainland Portugal, solicit the views of parents, of focus groups. The Icelandic delegation spoke of their role as “knowledge brokers”, sharing information and ideas with all stakeholders within the system. Indeed, the process of shared ownership of the evaluation process by all stakeholders is fast developing.

The Irish inspection gave several inspiring examples of moving away from the traditional model to design collaborative ways of conducting inspections, leaving a teacher-focused approach and moving towards observing and evaluating the learning experience.

The two following diagrams illustrate the evolution of the traditional model of inspection to include an important stage of consultation of the stakeholders and integration of their input and feedback in the reports.

The case presented describes the model of inspections conducted on the development of child protection and safeguarding.
Traditional inspection development

- Inspectorate identifies focus
- Inspectorate develops proposals
- Publish proposals and consult
- Trial in schools
- Amend model
- Implement in school system

Development of Child Protection and Safeguarding Inspections

- Inspectorate identifies focus
- CONDUCT WITH PARTNERS
- LISTENING AND RESEARCH PHASE II SCHOOLS
- inspectorate develops first draft proposals
- CONDUCT WITH PARTNERS
- Trial in schools
- REDESIGN MODEL
- TRIAL IN SCHOOLS
- Amend and finalise
- Implement in school system
The lessons learnt are that the insight of schools can be useful in designing good evaluation approaches, that approaching them with shared questions rather than solutions reduces anxiety and the consequent risks, that engaging in a deep collaborative approach deepens inspectors’ understanding of what they are evaluating and how their work is perceived.

III.3 Embedding innovation requires a multi-level approach.

- Evaluate: is the change really innovative? What new element does it introduce, which needs does it answer? Is it part of a wider goal and plan or is it an isolated initiative? Is it possible to measure its effect quantitatively or qualitatively? During her keynote speech, Claire Shewbridge, Project Leader of Strategic Education Governance, OECD Directorate for Education and Skills, demonstrated that a culture of evaluation – both internal and external – is important in promoting innovation in inspection practices, thus bringing about change and improvement at all levels in the educational system within a changing education landscape.

- Share practice: the importance of collaborative work has been stressed and is clearly a necessary condition for success. In France, the ministry of education organises an
innovation day where schools and teachers throughout the country meet to present their project. Many other similar initiatives are held, such as the innovation day in the Basque Country. Sharing experience and lessons learnt is of course part of the process but does not necessarily entail reproducing the same innovation in different contexts. Embedding, that is taking deep root in a particular setting, may be more important than exporting a particular experiment in other conditions which are not necessarily prepared or favourable. (Check sentence!)

- Question the system to determine if innovations are sustainable, and in/under what conditions?
- Seek support from the community at large and from policy makers: inspectors are officials who contribute to the conception and development of reforms and priorities; they are in the right position to mediate between practitioners and administrators and to build an argument for sustainable and acceptable change.
- Work with other agencies within the ministry of education and collaborate with other players outside the education sphere.
- Develop links between research and practice in the classroom in order to evaluate innovative practices and to encourage creativity and innovation in children’s learning. We can be inspired by the growing body of research from OECD and academics and a number of initiatives taken to put the results into practice.

**Conclusion**

Inspectorates are part of a much wider governing system in which they interact with many other players who have an influence on devising and implementing policies. Their place in this complex organisation is a very specific and privileged one which allows them to dialogue with both policy makers and with practitioners. Inspectors also enjoy the legitimacy conferred by their expertise, their professionalism and the independence of their judgement.

Thanks to this unique position, inspectors can be a strong driving force to initiate, evaluate and embed innovations to ensure the success of all stakeholders, but especially pupils.

In order to fulfil this role most efficiently, they need to act on several levels:
- Interact with other stakeholders so that the role of inspection is better understood and the conclusions of their observations and expertise are shared to influence policy.
• Build trust, dialogue and engagement with school leaders and teachers, knowing that innovation cannot be forced but must be embraced and owned by every individual involved at all levels.
• Develop the necessary skills needed to play this key role and carry out their mission.