Glasgow City Region Education Committee

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Item 2-Appendix 1

Drawing out the lessons from regional collaboration in Scotland 2017-2025

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Introduction

This paper distils the evidence generated over the past seven years and draws on the authors' experience and reflections on the evolution of the West Partnership (WP). The paper will summarise the context for regional collaboration and suggest its potential benefits before exploring the specific experience and impact of WP. Thereafter, it will discuss the key factors necessary for any continuation of regional collaboration in the emerging national policy environment.

Regional collaboration: The emergence of a collaborative strategy?

The Scottish Government's review *Education Governance: Next Steps* (Scottish Government 2017) outlined proposals for the next wave of reform in Scottish education. The Review presented significant proposals for reforming the middle tier, including the establishment of six Regional Improvement Collaboratives (RICs), operating between government and local authorities, which were intended to:

- provide excellent educational improvement support for headteachers, teachers and practitioners through dedicated teams of professionals. These teams will draw on Education Scotland staff, local authority staff and others;
- provide a coherent focus across all partners through delivery of an annual regional plan and associated work programme aligned with the National Improvement Framework;

 facilitate collaborative working across the region, including sharing best practice, supporting collaborative networks, and pursuing partnership approaches

and

• be led by a Regional Director, to be appointed by the Scottish Government and to report to the HM Chief Inspector/Chief Executive of Education Scotland.

(Scottish Government, 2017, p. 7)

The establishment of RICs was not intended to add another layer of bureaucracy to the system, but rather to improve performance by increasing coherence, building capacity and providing new ways of working that could move knowledge, expertise, and practice more effectively across schools, local authorities, and the wider system. RICs were to be a conduit between different local authorities and their schools, providing additional capacity to respond to need through specialist advice and professional learning from resources that might not otherwise be available within local authorities by cutting across traditional hierarchies and boundaries.

The establishment of RICs involved a complex set of negotiations between local and national government. The evolution of RICs occurred within the context of the global pandemic and its aftermath. While the pandemic undoubtedly complicated their work and progress, it also seemed to accelerate the building of relational trust and new ways of working in times of crises. Positive external and government evaluations highlight progress and the contribution that RICs have made to supporting collaborative improvement across local authorities as well as the natural variations that exist between RICs serving diverse communities.

In the autumn of 2023, the Cabinet Secretary for Education and Skills announced the establishment of a Centre for Teaching Excellence. This Centre is to be hosted by the University of Glasgow and will be launched in 2025. These developments coincided with the tapering of funding for RICs in 2024-25 and the removal of national funding from 2025 onwards. However, the eight local authorities in the WP have decided that the partnership will continue to function, with each contributing resource to support a

streamlined agenda focusing on collective professional learning activities and sustaining specialist network activity into 2026.

Potential benefits and opportunities of regional collaboration

Regional Improvement Collaboratives presented several opportunities for improved provision of education across local authority boundaries. A significant pillar of regional collaboration lies in the creation of a Networked Learning System (NLS). A NLS is an educational system connected through networks across different types of boundaries. These may be physical (e.g. classroom, organisational, geographical) and/or professional (e.g. phase, sector, curricula) and are driven by design-based research and collaborative enquiry to innovate, test and refine practice and to build leadership capacity through practice-based professional learning (ICEA, 2020; Madrid Miranda and Chapman, 2024).

A central purpose of a Networked Learning System is to support the development of more equitable education systems by improving outcomes for all learners. In a successful NLS, subsidiarity is paramount, and educators are collaborative, inquiring professionals that lead improvement in their own and other professional settings. Equally, students are collaborative, inquiring learners who are empowered to lead their own and each other's learning. Put simply, NLSs are self-improving systems where everyone's expertise and learning are identified, harnessed, and valued to drive improvement.

The concept of building a NLS has been attempted across whole cities, such as the *Every Dundee Learner Matters* strategy in Dundee (Ainscow and Chapman, 2025). In other settings, it has become a feature of regional collaboration through some of the RICs, and nationally through wider activities including collaborative improvement and the emerging work of the 'Quads' supported by ADES (Association of Directors of Education Services) and others.

A key benefit, therefore, lies in the synergies that can be realised through cooperation across local authority boundaries. NLSs bring to bear the available resources and expertise that exists within an educational system in a connected and coherent

fashion. This involves shifting decision-making closer to the classroom to deliver better outcomes for all learners.

An important potential benefit of subsidiarity should lie in decision-making that takes direct account of context. Issues faced by largely urban authorities with high levels of deprivation are different from those with dispersed populations in rural areas. Where members of a collaborative have similar issues to address, cooperation can and should allow innovation that is sensitive to place. The size and character of a collaborative are therefore important variables. Tight, contiguous authorities working collaboratively creates a greater opportunity to customise activities and provide a more granular approach to decision-making.

A related benefit lies in governance arrangements that establish a continuing 'authorising environment' for professional development and innovation through cooperation. Such arrangements span political, administrative, and professional decision making in ways that can expedite approval for action. The importance of a culture of cooperation and agile decision-making structures should not be underestimated. The absence of a clear line of sight from a promising idea to the creation of the conditions for its realisation can both inhibit creativity and engender cynicism if the chain of authorisation seems endless.

Activities that are only possible as a result of resource in larger authorities may be scalable through regional collaboration. Similarly, strengths in a smaller authority can also be harnessed to the benefit of the other members of the collaborative. These strengths may lie in school-to-school collaboration or in successful authority initiatives involving expertise or resource. Of course, ad hoc collaboration of this nature has always been possible but the existence of a culture of collaboration supported by formal mechanisms that promote cooperation increase its likelihood rather than leaving it to chance.

Regional collaboration should help faster, customised implementation. Dedicated processes supported by appropriate staffing can identify opportunities for collaboration that can be assessed and realised more quickly than is possible through a centrally managed system (OECD, 2015) or more locally on an ad hoc basis. Promoting

subsidiarity places individuals with the right skill set, working collaboratively to spot possibilities and build confidence in ways that build momentum and sustain enthusiasm (Chapman and Donaldson, 2024). Equally, this expertise can both make things happen and enhance the quality of a particular initiative by adding wider perspectives. The ability to work across local authority jurisdictions can enhance the authority and increase the potential contribution of such individuals.

The formal nature of governance arrangements creates opportunities for those in leadership positions to work together in ways that are less dependent on circumstance or personality. While there can be tensions amongst authorities, the habit of cooperation once established can mitigate potential conflict. More positively, professional capital can be built (Hargreaves and Fullan, 2012) and strength can be drawn from working cooperatively on common initiatives or problems. The potential benefit of established collaboration was seen powerfully during the pandemic where leadership was complex and demanding but where collegiate working added power to those in potentially exposed positions who were required to navigate established and emergent bureaucracies at pace.

The ultimate test of the potential benefits and opportunities of regional collaboration lies in impact in schools and classrooms. What potential difference should regional collaboration make to a school, a teacher, and a pupil? There is a growing body of research that suggests that collaboration within, between and beyond schools enhances the quality of the educational experience and outcomes of pupils. Of course, collaboration does not bring automatic benefit. The nature and quality of the collaborative action will determine success. However, it seems clear that, in principle, there are real benefits to collaboration if carried out well. Regional collaboration, therefore, should see the promotion of such local collaboration as one of its key purposes.

The benefits of scale can also allow a more systematic approach to engaging with research and evaluation. The WP, for example, was able to work directly with The Robert Owen Centre for Educational Change at Glasgow University and include the authors, as two senior academics on its Board. As such, the work of the RIC built in academic challenge and support from the outset and throughout the WP's evolution

including ongoing external evaluation of its processes and impact. The largest authorities could have adopted some of this approach, but the existence of the RIC meant that all eight authorities had access to this type of input.

Understanding the West Partnership: A note on context and impact

The WP involves eight local authorities in the west of Scotland and serves around a third of Scotland's children and young people. Much of the population across the eight local authorities either live in a *large urban area* or *other urban area*. Unsurprisingly, Glasgow is the local authority with the highest percentage of its population (99.6%) living in a *large urban area*. East Renfrewshire, Renfrewshire, and East Dunbartonshire have most of their population living in *large urban areas*. The vast majority of Inverclyde's population (85.2%) live in *other urban areas*. This means that, unlike the other seven authorities, none of Inverclyde's urban areas have populations of more than 125,000. None of the local authorities have small towns designated as *remote*. Only South Lanarkshire has a percentage of its population (1.6%) living in a *remote rural area*.

From its outset the WP's vision was to promote excellence and equity underpinned by the principles of networked learning. WP was the only RIC to involve senior university staff in building the vision and strategy from initiation, invest in external evaluation and build collaborative learning networks. These features played important roles in the development and learning generated within the RIC and have influenced the decision to sustain activity beyond the current funding.

Impact of the West Partnership

The effects of the pandemic are still being experienced throughout the system, particularly on staff and children and young people's health and wellbeing and levels of attendance. The WP was found to accelerate the process of regional collaboration during the pandemic and has supported recovery through their professional learning offer and support mechanisms.

As pandemic restrictions eased, in general, practitioners greatly valued the WP facilitation of school visits and associated networked learning for teachers and

mentors. This enhanced networking has also included local authority staff such as Quality Improvement Officers (QIOs) networking with their peers across authorities. The cross-sectoral working promoted by the WP activity has also supported the mobilisation of new ways of thinking and working across and within both primary and secondary sectors. Inquiry and Collaborative Action Research (CAR) have been important features of building the WP Networked Learning System and is a key component of every workstream. For example, the Wellbeing for Learning workstream created a CAR programme involving over 50 teachers from primary and secondary schools across seven local authorities. The focus was on identifying and developing effective policies and strategies to raise attendance over a six-month period between 2023-24. The impact of this programme ranged from improving teacher awareness and use of attendance data, developing stronger policies and increasing children and young peoples' attendance.

More broadly, whilst recognising variations across RICs, Scottish Government reviews have been positive about the progress and impact of the WP (Scottish Government, 2021 and 2024). Furthermore, external evaluations (c.f Bell, Hall and Lowden, 2022 and 2023) indicate that the WP has impacted directly on schools and classrooms. A coordinated suite of teacher and school leader-led professional learning programmes focusing on classroom teachers (Improving our Classrooms), principal teachers (Improving our Departments/Faculties) and senior leaders (Improving our Schools) has been key to this success. These programmes originated in one local authority, and they now involve and are available to staff across all eight local authorities. This move to scale has been made possible through the RIC Officers working with a group of practitioners to design, implement, test and refine the programmes. This initiative is an example of professional learning and school improvement being led by schools, for schools, rather than a top-down uniform approach which often dominates national programmes.

It [Improving our Department Professional Learning Programme (IOD)] really allowed us to drill down into our own practice through their responses and gave us a good line of development that we've taken forward for the IOD... We've taken elements from the West Partnership practice and IOD to develop a whole school practice on attainment and assessment following a similar framework. This is just a really good way of doing our school improvement plan and our

departmental improvement plans following this framework...and everything is coming back to the impact it's having on the learner.

(Principal Teacher)

WP has enhanced cross-school and cross sector sharing of ideas, tools, and resources. Through the three workstreams and West-OS (West online school) the WP has built strong virtual and physical networks across the region. For example, the Collaborative Learning, Teaching and Assessment workstream 'BGE Live Lessons' have been very successful, being highly valued by practitioners and reaching over 5000 children and young people across WP. The subjects covered have been diverse, ranging from STEM to Gender equality to Financial Education.

These connections across boundaries have been key to building a NLS and have been the mechanism to move ideas, expertise and instructive practice across the region. For example, the WP's activity in a range of areas including specialist networks, crossphase professional learning, community learning and development (CLD), has facilitated the bringing together of people with knowledge, expertise and resources. A secondary classroom teacher reflected on the opportunities that the WP had provided to learn from primary colleagues.

There's ideas there... with my higher class. There were things that I the primary three class had been looking at their retrieval practice. And they'd been looking at just more independent learning strategies. And I thought that if these guys could do it in primary three why not a higher class...

(Secondary Teacher)

This was seen to be particularly helpful in building relationships that underpin a Networked Learning System and demonstrates the 'added value' of the support that WP contributes to the system. This work also has gone beyond working across various educational boundaries to working across professions and sectors and has enhanced coherence and synergies across the region.

The wellbeing for learning is probably where that's making the most impact [beyond the school] because you have got the CLD aspect of that workstream... and I found that the early years group that worked actually out with the WP Partnership but has now obviously come into the WP Partnership group. That early year's group was really invaluable to working with families as well.

(Director of Education)

As one might expect, progress is not uniform across the WP and there was recognition from those at all levels that such developments take time, particularly given the challenges that schools and local authorities are currently experiencing. Recovery from the pandemic, its lasting impact on staffing and the needs of children and young people are major disruptive factors affecting all system change and educational improvement efforts. Nevertheless, evaluations identified ongoing positive impact from the WP.

As pandemic restrictions eased, many practitioners greatly valued WP's facilitation of school visits and associated networked learning for teachers and mentors. This enhanced networking has also included local authority staff networking with their peers across authorities. As highlighted above, the cross-sectoral and cross-phase working promoted by the WP activity has also supported the mobilisation of new ways of thinking and working across and within both primary and secondary sectors.

Reflections on progress

The findings from various evaluations suggest that the WP is making very strong progress in supporting improvements in the quality of teaching and learning in educational establishments and promoting positive outcomes of children and young people. While the degree of progress varies across establishments and authorities, it must be recognised that such ambitious and large-scale systems change takes time, especially when the context is challenging, and resources are scarce. The various findings are clear that the direction of travel and trajectory of the WP are very positive. Furthermore, the strategies and approaches adopted by the WP have been agile enough to flex to the changing demands of a rapidly evolving context. This was particularly evident in its swift adaptation to meet the huge challenges imposed by the COVID-19 pandemic.

Given the relatively low levels of resource available to the WP (nationally the Government's investment in RICs was equivalent to 0.1% of all their spend on education), the return on investment is substantial. However, the WP will need to continue to adapt and evolve, not only to the diminishing public funding in the system,

but also to the emerging policy landscape. On the one hand, the educational reform agenda is ambitious and complex, whilst on the other hand, many of the educational policy priorities remain unchanged with a focus on Curriculum for Excellence, and many of the issues and recommendations set out in *Teaching Scotland's Future* (Donaldson, 2010) fifteen years ago and the Organisation for Economic Co-operation and Development review *Improving Schools in Scotland* (OECD, 2015) a decade ago.

The WP has already recognised the diverse and complex nature of these challenges, and the partnership has been particularly innovative in the focus of its programmes and the use of technology to support developments. The overall WP strategy of creating a Networked Learning System underpinned by collaboration across different types of boundaries and systematic enquiry and evidence building is now yielding dividends and is worthy of future investment, especially in times of financial austerity.

More specifically, between 2017-25 several factors emerged that affected the development of collaboration and effective professional learning across the WP region. These include:

- Strategic leadership;
- networked learning and collaboration;
- building data-informed systems, tools, and resources;
- evidence-based models of good practice;
- practitioner-led programmes;
- planning and organisation;
- scaling through peer recommendation;
- focusing on 'hot issues';
- awareness of opportunities;
- workforce capacity;

and

technological resources and capability.

Taking each of these factors in turn:

Strategic leadership. The collaborative culture and trust established in the WP Board has developed over time and was accelerated through tackling the challenges of the

pandemic. The collective agency of the Board has helped to foster a culture of collaboration and promote synergy across its constituent local authorities.

Networked learning and collaboration. The investment in relationship building has improved partnership working and created networks which in turn supported the mobilisation of knowledge and expertise that inform and enhance practice in the classroom.

Building data-informed systems, tools, and resources. These developments across WP, have taken time to develop but have played an important role in fostering collaboration and impact. This includes a focused attainment/ achievement database, and the Early Years self-evaluation tool and more broadly, increased capacity for self-evaluation, reporting and assessment.

Evidence-based models of good practice. The positive impact of WP's programmes reflects models of effective professional learning practice cited in the literature Darling-Hammond, Hyler and Gardner, 2017). WP professional learning and resources are also based on a research-based and collaborative model of improvement (Chapman and Hadfield, 2010) that aligns teaching strategies with the needs of children and young people and curriculum design. This improved alignment again reflects models of effective professional learning (CUREE (2012).

Practitioner-led programmes. The WP developed several high-quality, locally developed programmes, such as 'Improving Our Classrooms/Department/School', that have been key drivers in promoting cross-authority collaboration and school partnership working. These programmes, involving those leading developments having direct experience of the context, have been important enablers of success and have impacted on school development, teacher practice and student achievement. Key to these successes has been a sustained focus on building the capacity for collaborative action research across the WP.

Planning and organisation. As might be expected, staff across the partnership highlighted the challenge of finding time for school visits and arranging cover for teachers released from school. However, participants in the programmes welcomed

the 'protected' time they had for professional learning. Protected time can be difficult to realise for all involved in collaborative activity but, its prioritisation in authority policy and school planning signals its importance in promoting inquiry-driven improvement partnerships.

Scaling through peer recommendation. As more participants became involved in the various programmes, word of mouth and peer recommendation have been key to extending reach and enhancing credibility. The growth of networks has also been important in scaling and building confidence in the quality of the offer.

Focusing on 'hot issues'. The majority of staff interviewed in the ROC evaluations saw the WP's offer as relevant to their work. In particular, the rapid development of the 'WP Online' during the pandemic provided quick and effective support to schools, students and families in ways that would not otherwise have been possible across authorities. The pace of its growth is a powerful indicator of its perceived worth, not only in the exceptional circumstances of a pandemic but also in the extent to which its uptake was sustained subsequently.

Awareness of opportunities. Strategic leaders indicated that most teachers are aware of WP's support. However, practitioners suggest that some colleagues perceive opportunities as being for 'others' and for school leaders. There is further work to be done regarding communication and messaging. School leaders and local education officers were seen as being key in helping to convey the WP's offer. In this respect, the establishment of a Headteacher Strategy Group and diversification of Board membership has been an important recent development.

Workforce capacity. Staff are continuing to cope with illness and absenteeism, and attendance at WP events is still an issue for many schools across the partnership. As funding becomes tighter, with further pressure on teacher numbers, this may become a critical issue limiting the possibility of collaboration within and across local authority boundaries.

Technological resources and capability. The WP has made good use of technology to support learning and teaching, especially during the pandemic. More recently, it has

set in train work to exploit the potential befits and opportunities afforded by Generative AI. This work is contributing to system-wide thinking across Scotland. Understandably, there was varied accessibility to online resources and support across the local authorities that was seen challenge for some establishments.

Drawing out the learning: What can we learn from the RICs in practice?

Although Regional Improvement Collaboratives will not continue as national policy, it is worth considering how far the benefits of regional collaboration could continue to be realised. Drawing on the experience of the WP, combined with wider insights and evidence some key considerations include.

Mandate and funding

There were clear benefits of being part of a national policy initiative. First, the political mandate that underpinned the establishment of RICs. Over time this generated confidence and buy in and overcame suspicion, mistrust, and resistance to change. And second, the access to funding that was not dependent on individual authority budgetary decisions. A key factor, therefore, in whether collaboration will sustain beyond this funding input must lie in demonstrable benefits outweighing ongoing costs borne locally. This will be a particularly powerful consideration in the context of severe constraints on local authority budgets. A weakness in RIC funding arrangements lay in the recurrent nature of allocations, inhibiting longer-term strategic planning Funding decisions will therefore need to operate within agreed formulae that allow strategic planning and reflect the interests of all participating authorities.

Governance and ownership

The vital importance of establishing and maintaining cooperation amongst authorities, schools and teachers through an effective networked learning system should be seen as the fundamental purpose of any ongoing regional collaboration.

Agility and sensitive decision-making were strong features of the RIC governance arrangements. In particular, the ways in which professional priorities were able to be translated into action meant that momentum was established and maintained. In any new arrangements it will be important to maintain a clear line of sight from policy

generation to enactment in the classroom. The distribution of authority and of responsibility should detail who is in the lead and their scope of delegated authority.

The regular meetings of the leading officials across authorities enabled the building of trust and positive relationships which supported agreed priorities to be established, and progress monitored. In turn, that allowed key officers to take developments forward with the authority and confidence to take relevant decisions with those closer to the classroom. Political leadership was also important, but consensus may prove more difficult when financial pressures bite. As far as possible, it would be beneficial to establish broad political direction in ways that accord as much scope as possible for officials to take quick decisions against secure funding arrangements.

One of the areas for development in RIC governance lay in the intention to enhance subsidiarity giving greater ownership of the policy direction to headteachers and other key delivery staff. Moving forward, it would be beneficial to put in place mechanisms for engagement by schools in shaping or even leading key initiatives. Seconded staff should continue to seek to build ownership at school level, working collaboratively across schools and authorities as appropriate.

Leadership and purpose

A striking feature of successful regional collaboration is strong leadership exhibited by key officials. Leadership is a reflection of purpose, and any new arrangements should define the purposes to be pursued through collaboration. The demarcation lines between local and collaborative decision making will need to be clear. Individual authorities will inevitably have their own priorities and the scope for joint working may not always play out through regional collaboration.

Equally, leadership should not reside solely in the central board. Distributing leadership can create greater perceived and actual relevance locally. It can also enhance creativity and improve the impact on young people by increasing the understanding and ownership of development amongst staff. Clarity of overall purpose allied to genuine delegated decision making and effective evaluation should be part of the approach to governance and leadership in any ongoing regional collaboration.

Professional Learning

The essence of collaboration lies in the ways in which it can enhance the professional expertise and confidence of all educational practitioners. As digital learning takes on new forms, the implications for the role and skills of educators will become even more relevant. The risk of 'packaged learning' that downplays the interpersonal nature of a broad and deep education is real. In determining the purpose of on-going collaboration, the centrality of professional learning that builds the creativity and confidence of educators and impacts on learners should be a main priority.

Context

The national context within which any future regional collaborative arrangements will operate remains unclear. The establishment of the new Centre for Teaching Excellence and the future strategic role of Education Scotland will both be significant features of that context. A form of subsidiarity has been a continuing thread in the Scottish Government's policy agenda and is evident in its response to the Hayward Review. There may well be room to further embed local initiative in the emerging national infrastructure, creating scope for regional activities to be promoted as incubators of innovation that could have longer-term national implications. In particular, developments that harness the potential of digital innovation could build on the substantial experience of developing virtual learning environments.

The uncertainty of the present climate reinforces the importance of regional collaboration that benefits from economies of scale while remaining locally contextually sensitive. The greater agility in decision making offered by carefully designed governance arrangements that support subsidiarity could also prove highly beneficial in a fast-moving external environment.

Research and evaluation

The benefit of building in research and evaluation from the outset remains desirable. Good decision making should be informed by relevant evidence. That evidence should encompass insights from research as well as data that allows formative evaluation to shape ongoing direction. The establishment of a Centre for Teaching Excellence points to a national determination to have learning and teaching that can draw on the latest intelligence about interesting and effective practice. It will be important to ensure that

the new Centre can access the latest and most rigorous international research and evidence on key issues including curriculum, learning, teaching and assessment and shape and contribute to the future research agenda rather than recycling established wisdom and ways of working.

Furthermore, the university-based Centre will require mechanisms to connect with teachers and classrooms in more authentic and sophisticated ways than traditional models of teacher education offer. In this regard, distribution of appropriate resources from the new Centre and investment in regional collaboration should support the further development of a Networked Learning System.

Groups of local authorities working to connect the university-based Centre with the day-to-day realities of the classroom will be key to the Centre's success and credibility with the profession. As such, with appropriate investment regional collaboration could be an important lever for translating research evidence more directly into classroom practice, thus moving knowledge, ideas and expertise around and building collective agency across the system. Furthermore, in addition to supporting research-led practice a key role for the Centre should also be to identify, test and validate emergent and innovative practice in classrooms and schools. Here local authorities working collaboratively with the university sector, schools and other providers will be key to ensuring a flow of knowledge, evidence ideas and expertise into and out of classrooms and systematically across Scotland.

Commentary

The experience of WP and the RICs more generally point to considerable benefits accruing from regional collaboration. It also suggests that many of those benefits can continue to be realised, albeit to a more limited degree, despite the withdrawal of national funding. For that to happen the fundamental purposes of collaboration need to be understood and the relevant culture, structures and processes established.

Much can be learned from progress to date and elements in the emerging national environment may be propitious. The complex architecture of the Scottish education system will need to be simplified and refined if the full potential of a Networked

Learning System is to be realised. We believe there is the opportunity do this as the reform agenda plays out over the next eighteen months. Now more than ever, thoughtful strategic leadership and investment are required at all levels if much of the rhetoric associated with Scottish education is to become a reality.

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