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UNIVERSITY OF
BATH

Working Papers Series
International and Global Issues for Research

The Possibility of a 'New Imaginary': Discursive 'de/humanising' 'framing' of teacher education for teaching diverse student populations in OECD and CoE texts

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No. 2015/2 June 2015

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ABSTRACT

This paper explores the *possibility* of a 'new imaginary' (Rizvi and Lingard, 2010) that 'frames' (Bernstein, 1990) teacher education for teaching diverse student populations with an emphasis on the social and cultural gains from education, as opposed to the current global preoccupation with economic outputs. It suggests that the Organisation for Economic Co-operation and Development (OECD) and the Council of Europe (CoE) are two transnational organizations that offer competing discourses. With an extension of Bernstein's (1990) 'Pedagogic Device' to provide specific focus on the 'international field' (*Ibid.*) it exposes the 'dehumanising' (*Ibid.*, 2000) discourse employed by the OECD, and the comparative humanising discourse of the CoE. This contrast is established through Critical Discourse Analysis (Fairclough, 1992, 2003) of excerpts of texts produced by these organizations that have the expressed intent of influencing education policy within their respective member nations. The paper concludes that the CoE as a regional organization offers an education policy text that acknowledges teachers and their relationships with students as important in teacher education, particularly, for teaching diverse student populations; and thereby is better suited to connecting policy with practice. This work also suggests that the CoE offers an *available* discourse for nation-state policy-making and is thereby worthy of increased research focus.

1. INTRODUCTION

Basil Bernstein's (1990) Pedagogic Device allows for the study of 'Official pedagogic discourse' as it is 'recontextualized' or re/transformed within 'Pedagogic discourse of reproduction'. The influence of official discourse, preoccupied with economics, on pedagogic discourse that emphasizes the social and cultural gains from education is significant. Although the Pedagogic Device focused on the 'State', it is relevant at the international level as 'global' economic influence is increasing. Rizvi and Lingard (2010:201) suggest we 'need a new imaginary which recognizes that human beings are social and cultural beings as well as economic ones.' The 'imaginary' in question is rooted in globalization. Although 'globalization' is difficult to define, one 'idea' offered is 'an exponential increase in global flows of goods, money... knowledge, [and] people' (Lauder *et al.*,2006:31). This 'globalization has given rise to increasing levels of mobility'; and 'for education policy makers this has presented both opportunities and challenges,' and 'sadly, many of the policy solutions to these dilemmas remain trapped within the neoliberal social imaginary' (Rizvi&Lingard,2010:182). These 'dilemmas' have become students themselves as there is an increased interest in how to teach them. Although 'it is important to try to elucidate the reasons for... global dominance', there is not 'a single uniform meaning' to this dominant imaginary (*Ibid.*:3). I explore this by highlighting the difference in discourses used by two transnational organizations (TOs), the Organisation for Economic Co-operation and Development (OECD) and the Council of Europe (CoE). This is a response to a need expressed by Lauder *et al.* (2006:32) who conclude 'a key reason' for studying the dominant imaginary is to understand 'its impact on education'. Ball (1998:126), articulates a similar concern for the 'impact on education', noting that education policy-making at the national-state level is 'a process of bricolage'. He suggests that 'policy analysis requires an understanding that is based not on the generic or local, macro- or micro- constraint or agency but on... their inter-penetration' (*Ibid.*:127). This 'inter-penetration' can be determined using a revised version of the Pedagogic Device which allows for analysis of how education policy is developed within an international context.

Such as many education policies at the nation-state level, this 'problem' is said to be influenced by TOs. These organizations have been discussed in a seemingly indistinguishable manner that infers little variance of the prevailing discourse of globalization. This paper highlights that variance exists through comparative analysis. In a discussion of neoliberalism, globalization and a call for democracy, Olssen (2006) argues that 'regionalization corrupts... the version of globalization theory advocated by neoliberals' (*Ibid.*:261). In understanding the influence of the international context it is important to recognize TOs that operate on a global 'transnational scale', but also, to study the regional

'transnational scale'. With this consideration, the OECD as global, and the CoE as regional have been selected as the focus of this work.

Both organizations have put forth texts regarding teacher education for teaching diverse student populations, and yet neither the OECD nor the CoE were founded to influence education *per se*. The OECD's mission 'is to promote policies that will improve the economic and social well-being of people around the world' and 'it provides a forum in which governments can work together to share experiences and seek solutions to common problems' (OECD,2013a). However, OECD work today also includes 'compar[ing] how different countries' school systems are readying their young people for modern life'; and 'The Centre for Educational Research and Innovation (CERI) at the OECD provid[es] information to policy makers on the topic of education' (*Ibid.*,2013b). The CoE (CoE,2013) is concerned with 'human rights, democracy and the rule of law' which are 'values' 'indispensable for European stability, economic growth and social cohesion'. They assert that 'Co-operation between all member states is the only way to solve the major problems facing society today' (*Ibid.*). The CoE also suggests 'Intercultural education, communication and understanding have been themes of international cooperation for a long time, but the notions of "dialogue of civilizations" and "intercultural dialogue" have only recently begun to appear on the political agenda of international institutions,' and that this is 'a political priority' (*Ibid.*) for the CoE. With the intention of 'bridge[ing]' policy and practice (Huber&Mompoin-Gaillard,2011:11), the CoE created the Pestalozzi Programme to address 'teacher education for change' (*Ibid.*).

It is argued that texts produced by the OECD and the CoE as a response to increased mobility, approach the issue differently; while one response (OECD) is 'dehumanising' (Bernstein,2000), the other (CoE) discourse is not. This difference may be attributed to their reach and focus. As an international organization, the OECD is 'dedicated to global development' (OECD,2013a), but has only 34 member countries of the so-called 'rich' nations. Whereas the CoE has a membership of 47 European nations with the 'primary aim... to create a common democratic and legal area throughout the *whole* of the continent' (emphasis added,CoE,2013). The CoE claims to be concerned with the 'day-to-day activity of teaching' (Huber&Mompoin-Gaillard,2012:11) and has therefore created a 'Programme' for teacher training that reflects its proximity to member nations, but also a commitment to 'social cohesion' of a 'community' through 'dialogue'. This is juxtaposed to the 'global reaching' OECD who aims to influence education policy through surveys and statistical analysis which are published in 'reports', including only select nations, which is inconsistent with 'social well-being of people around the world.'

With a comparison of the texts produced by these TOs the possibility of resistance to the dominant imaginary emerges. Although the discourse of both organizations reflect the current imaginary within the 'Official recontextualizing field' (ORF) (Bernstein,1990); they differ in the 'Pedagogic recontextualizing field' (PRF) (*ibid.*), as they *attempt* to influence nation-state education policy-making. The *possibility* for a 'new imaginary' entails an assessment of the degree these discourses reflect human beings as *merely* economic and diverse student populations as a 'dilemma' or 'problem' to be solved.

2. METHODOLOGY

This paper begins with a discussion of the current role of TOs. It then draws on the work of Bernstein (1990), to allow for a focus on the 'international field' of policy-making by expanding the 'Pedagogic device model'. This device allows for analysis of the OFR in the OECD and CoE, and the PRF in CERI and the Pestalozzi Programme, respectively. Critical Discourse Analysis (CDA) provides a method for comparison of the discourse employed by these organizations regarding teacher education for teaching diverse student populations.

3. THE ROLE OF TRANSNATIONAL ORGANISATIONS

The role of TOs in education policy-making in the current dominant imaginary is increasing and has drawn attention; though little distinction between TOs is apparent in the literature. As Grek (2009:24) suggests, 'internationalising, globalizing, and thus converging policy processes' is 'part and parcel' of TOs, and is noted as being 'commented on by many scholars in relation to education'. This research is outlined below with a noteworthy absence of the CoE.

For instance, Moutsios (2009:479) suggests that the dominant imaginary today 'defines education primarily in terms of economic value and learners as human resources'. He (*ibid.*,2010:137) notes:

Power in education policy today lies in a transnational space of de-territorialised economic and political rule. It is in this space that the 'global speak' on education reform is produced and circulated – a discourse which conveys the dominant imaginary signification of our time. It is a notion of social progress identified today... with economic competitiveness, and seeking to standardize most domains of social life, including educational policy.

Rizvi and Lingard (2006:247) suggest that this 'global speak' has become 'highly influential in shaping education policy at the national level'. They conclude that this influence has 'made education a function of economic policy' (*Ibid.*:259). This is a critique of the role of the OECD and the European Union (EU). Walker (2009) shares similar concerns, suggesting the OECD constructs the 'worthy citizen' through the discourse of 'lifelong learning' in an attempt to mask economic pursuits within social discourse. Lifelong learning is also a mandate of the EU as 'a key element... to make Europe the most competitive and dynamic knowledge-based society in the world' (European Commission, 2001:1). In terms of 'internationalizing the curriculum' Rizvi and Lingard (2010:173) have asserted that this 'rhetoric' is not only present in the discourses produced by the OECD and the EU, but also the United Nations Educational, Scientific and Cultural Organization (UNESCO). Furthermore, Saarinen (2008) has argued that OECD and EU discourse is 'persuasive' in regards to higher education.

Lawn and Lingard (2002) suggest there is a creation of a 'European Policy Space' which is in part influenced by the OECD. Significantly, despite interviews conducted with policy actors within the EU in an effort to understand the 'role of local and global discourses' (*Ibid.*:294) only Greece is identified as engaging with the CoE. Whether this holds true in the data is unclear; it may be that the CoE was revealed by other 'system actors' interviewed but was not the central concern of this study. One may question why those who aim to 'reimagine' Europe, would not refer to the CoE as a factor 'to produce new meanings about trans-national states and globalization' (*Ibid.*:305)? The significance of this lies in the relationship between the EU and the CoE in regards to teacher education for teaching diverse student populations. The CoE (2013) describes this relationship as 'a long tradition of co-operation' where the EU and the CoE, 'aim to address education, social affairs and cultural diversity'. This is further detailed in the *Memorandum of Understanding* (CoE&EU, 2007:4) which outlines 'areas of common interest', including: 'intercultural dialogue and cultural diversity' and 'education' among other 'shared interests'.

TO influence has been questioned (Green, 2006). Although there appears to be increased influence on education policy-making by TOs, nation-states continue to weigh the 'competing claims to loyalty to the local community, the region, the nation and the supra-national world' (*Ibid.*:197). Therefore, although TOs produce discourse based in the current dominant imaginary, they also differ. An understanding of these differences may be beneficial to nation-state policy-makers as they continue to select the variations of discourse that reflect their local needs. It is this opportunity to select from various discourses that allows for the *possibility* of a new imaginary.

4. THEORETICAL FRAMEWORK

Bernstein's Sociology of Education and Teacher Education

Bernstein (original emphasis,1990:196) offers a 'device' for understanding education policy-making by isolating the 'recontextualizing fields', which constitute the '*what*' and '*how*' of pedagogic discourse. Specifically,

The '*what*' refers to the categories, contents, and relationships to be transmitted, that is their *classification*, and the '*how*' refers to the manner of their transmission, essentially to their *framing*.

'What' teacher education is necessary and 'how' it is to be undertaken are 'recontextualized'; whereby 'pedagogic discourse... removes (delocates) a discourse from its substantive practice and context, and relocates that discourse according to its own principle of selective reordering and focusing' (*Ibid.*:184). Teacher education discourse is oft removed from education and is relocated in economics and the Pedagogic Device allows for close analysis of this process.

Singh (1997:9) suggests that 'Bernstein's theory of pedagogy offers promise for the analysis of current changes in educational systems,' and subsequently, that it is 'timely' (*Ibid.*,2002:580) to draw on his work. Furthermore, Muller (2004:3) stresses the 'possibilities' of Bernstein's theory as 'two-pronged', where one can both 'understand what is', and also seek 'logical alternative futures'. Muller (2004:6) contends that teacher education pedagogic discourse was an 'under-researched area'. Therefore, two studies (Ensor,2004, Neves *et al.*,2004) that focus on 'classification' and 'framing' to highlight how teachers are taught are put forth, however, with little consideration of external influences. Beck (1999:227) draws on Bernstein's work to comment on the 'weakened boundaries' between education, the economy and politics and warns that in terms of teacher training, 'human subjects [are at] the center of these changes'. Bernstein's theory of 'generic modes' and discussion of 'identities' have also been applied to teacher training (original emphasis,Beck,2002:624), with the conclusion that 'older bases of teacher identity... face not so much direct challenge as *evacuation*'. This is developed with a focus on professional identities (Beck&Young,2005) that suggests an 'assault' on teachers.

Although, there have been studies of teacher education, no Bernsteinian approach to teacher education for teaching diverse student populations exists. This issue has the potential to illuminate

Bernstein's (2000) concerns of the 'dehumanising' nature of the current imaginary. He (*Ibid.*:86) warns that there is a 'crises':

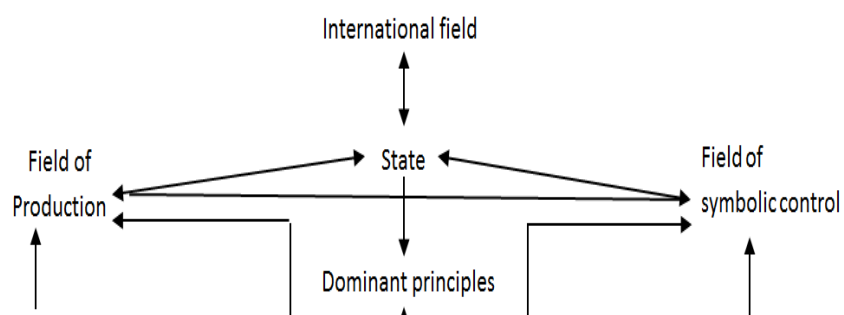
Knowledge... is divorced from inwardness and literally dehumanised. Once knowledge is separated from inwardness, from commitments, from personal dedication, from the deep structure of the self,...

This notion was not further developed in Bernstein's own work; it has not been sufficiently explored. In an attempt to capture the potential of this theory, Tyler (2004:25) proposes a 'socio-semiotic typology of pedagogic discourse' where potentially the 'integration between education and economy, silences its incipient voice in the din of a cacophony of managerial, economic and therapeutic-legal imperatives'. However, with this 'typology' Tyler also suggests that this does not require a strictly pessimistic view; that there is in fact a 'flux of recontextualization' (*Ibid.*:25) and that there are a 'number of discursive possibilities' (*Ibid.*:24) in the construction of subjects. These 'possibilities', in terms of 'dehumanising' and therefore the potential humanising discourses in TO education policy texts are examined in this work.

Bernstein's Pedagogic Device and the International Field

Bernstein's Pedagogic Device has contributed some understanding of the role of international influence. In a 'model [Pedagogic Device model: 'Figure 5.6'] to the production and reproduction of official pedagogic discourse in contemporary developed societies' (*Figure 1*), 'International field' (Bernstein,1990:195) is included to highlight the impact of TOs on education policy formation in developing societies. Bernstein (*Ibid.*:216) explains the decision to 'add' an 'international field' based on studies that highlighted the 'dominant positions in the recontextualizing fields... of international funding agencies'. Although these studies focus on 'developing societies', the 'recontextualization principle' has since been used to identify nation-state policy-making where there is influence of a TO in developed societies. Wodak and Fairclough (2010) have explored the differences in the recontextualization of EU higher education policy. This transnational research on social change is significant as it highlights the potential of Bernstein's Pedagogical Device to better understand the role of 'international' influence.

Figure 1



Pedagogic Device model: 'Figure 5.6' (Bernstein,1990:197)

5. METHOD

Pedagogic Device and Critical Discourse Analysis

The combination of Bernstein's Pedagogic Device with the analytical capacity of CDA has been developed by Wodak and Fairclough (2010); where 'recontextualization' is used as a 'salient critical discourse analysis category' (*Ibid.*:19), and 'become[s] a general category of CDA' (*Ibid.*,2010:520). Chouliaraki and Fairclough (1999:119) suggest that Bernstein's theory 'enriches intertextual analysis' as it uncovers 'contradictions' and that CDA 'enriches Bernstein's theory' by 'elaborating' these contradictions. Combining the theory of the Pedagogic Device with CDA is rationalized as follows (original emphasis,*Ibid.*,1999:4):

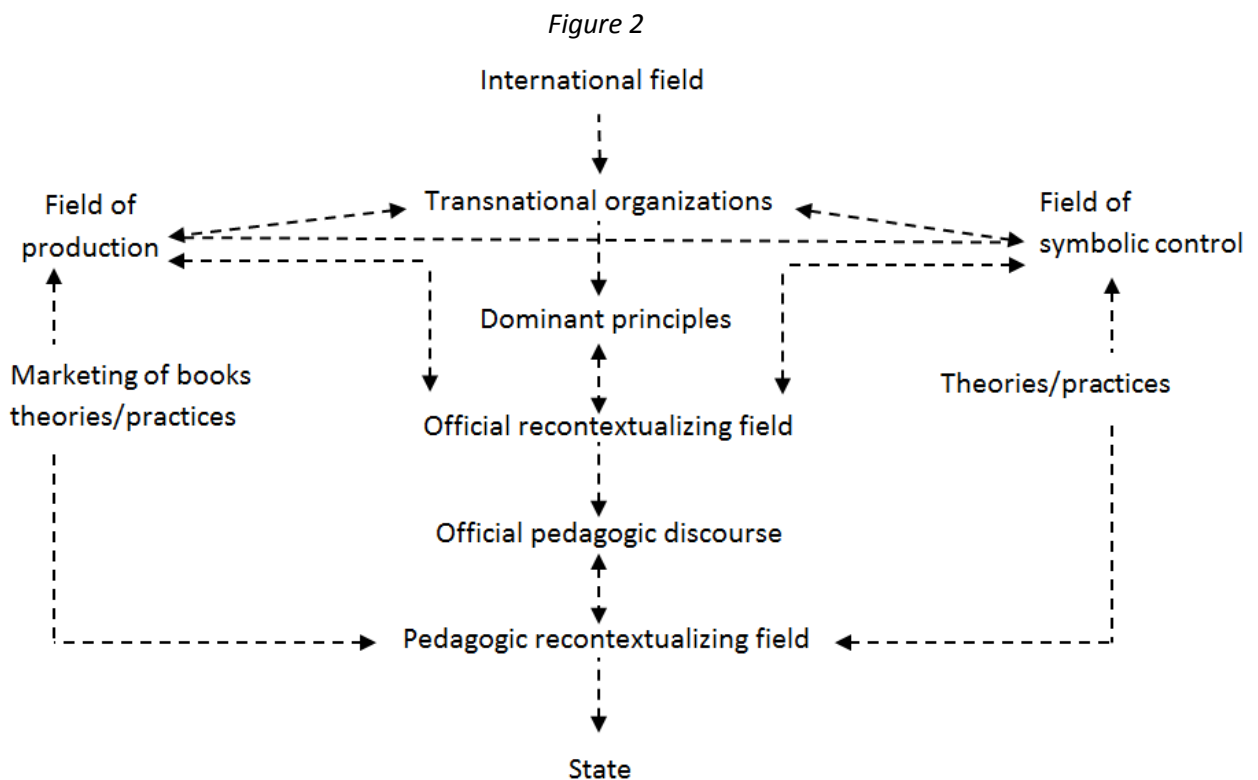
It is an important characteristic of the economic, social and cultural changes of late modernity that they exist as *discourses*, as well as processes that are taking place outside discourses, and that the processes that are taking place outside discourse are substantially shaped by these discourses.

Therefore economic, social, and cultural 'changes' impact teacher education for teaching diverse student populations. However, the ORF and PRF show contradictions in how this 'outside' discourse is 'shaped' inside education policy texts. We can identify the dominant discourse (ORF), but must also consider how recontextualization varies in the PRF.

Bacchi (2000:55) suggests that 'policy-as-discourse' analysts 'need to spend more time theorizing the 'space for challenge''. Here there is caution not to employ discourse analysis only to highlight positions of power. Current CDA of teacher education is rooted within this 'overemphasis' (*Ibid.*:55). Although there is an exception at the nation-state policy level (Thomas,2005:39) where 'possibilities for change in the way social life is organised' become apparent through CDA in the analysis of policy documents and 'teacher quality', the 'strength of CDA' (Janks,1997:341) to understand TO discourse has not been realized. This method allows researchers to ask questions, such as 'whose interests are served?' (Ball,1998:128) when 'ideological' and 'magical' solutions are put forth. As well, Taylor (2004:436) draws on CDA to 'indicate possibilities for highlighting marginal discourses and 'silences'' when researching educational policy, as it is of 'value in documenting multiple and competing discourses' (*Ibid.*:433). We can ask not only 'whose interests are served', but also whose interests are not served when analyzing 'competing discourses'.

Framework for Analysis

Based on the increased impact of TOs, it is appropriate to expand Bernstein’s original model where the ‘international field’ is explained in detail. This revision recognizes that Bernstein’s theories were not complete and are ‘there to be continued’ (Edwards,2002:534). Following is a framework for analysis (*Figure 2*) that allows for investigation of TOs’ *potential* (therefore using dashed lines) influence on nation-state policy-making.



Revised model: International field in focus

The revision of Bernstein’s model demonstrates that the ‘capacity’ for ‘concepts at the most general theoretical level come to be systematically redefined as terms which engage with the world’ (Moore,2006:759). Therefore, ‘aspects’ of Bernstein’s pedagogic model, as well as the ‘theoretical’ concept of ‘de/humanising’ will be operationalized in this work. Whereas the Pedagogic device model concentrated on the ‘State’, this analysis focusses on the ‘International field’. Although this is an extension of the original model, Bernstein’s conceptualization remains relevant. Therefore, original terminology will be evoked and identified with italics.

Categories of Analysis

Bernstein's theories are further developed using select categories of Fairclough's (1992,2003) CDA. Similarities of discourse in sample OECD and CoE texts are apparent in 'modality', whereas differences are apparent in the categories of 'genre', 'wording', and 'representation of actors'. Following is a description of these categories.

Modality is a 'major dimension of discourse' and is 'persuasive' (Fairclough,1992:160). One of the 'concerns' of modality is 'controlling the representation of reality' (*Ibid.*:236). And, 'the use of objective modality often implies some form of power' where the author becomes a 'vehicle' for a group (*Ibid.*:159). 'Discourse in globalization', in the dominant imaginary, can indicate 'how the world will be or should be within strategies for change' (*Ibid.*,2006:26). Furthermore, an analysis of modality can reveal what authors deem as 'true' and 'necessary' (*Ibid.*,2003:164).

Fairclough (2003:66) also suggests that 'genre change is an important part of the transformation of new capitalism'. Although both the OECD and CoE texts highlight 'genre change' as documents aimed at promoting a political agenda with the production of 'glossy policy texts' (Rizvi&Lingard,2010:19) there is a difference. While both texts have a similar purpose and look, this alone cannot be used to determine the genre (Fairclough,2003), as the *recontextualization* differs; there is a difference in *framing*. *Framing* becomes apparent in authorship by the 'commitments to truth, obligations, necessity and values by virtue of choices in wording' (*Ibid.*:12). As well, text 'structuring conventions can give a lot of insight into... the assumptions of social relationships and social identities' (*Ibid.*,1992:78). Finally, 'intertextuality' (*Ibid.*,2003:192) refers to 'other texts/voices, which are included, and which are excluded', 'direct' and 'indirect' reporting and 'authorial voice'.

As well, Fairclough (1992:185) contends that 'the meaning of words... are facets of wider social and cultural processes'. Word choice is not simply a matter of vocabulary (*ibid.*); it requires investigation of a words 'meaning potential' (*Ibid.*:187). The 'meaning potential' of words evoked in these texts become apparent with analysis of 'nominalization' and 'interdiscursivity' (*Ibid.*). At issue is 'abstraction' (Bernstein,1990) where the strength of *classification* and *framing* determine the 'text' and its 'relationships'. Texts will be 'highly abstracted' from education where there is both *strong classification* and *strong framing*.

Finally, the 'representation of social actors' (Fairclough,2003:145-149) can be determined based on an analysis of 'variables', including: 'inclusion/exclusion' (the 'capacity for action'), 'pronoun/noun' (the 'construction of groups and communities'), and 'activated/passivated' (the actors who 'make

things happen', or those 'affected by processes'). These variables will highlight the comparative *framing* of 'how' students and teachers are included in teacher education for teaching diverse student populations.

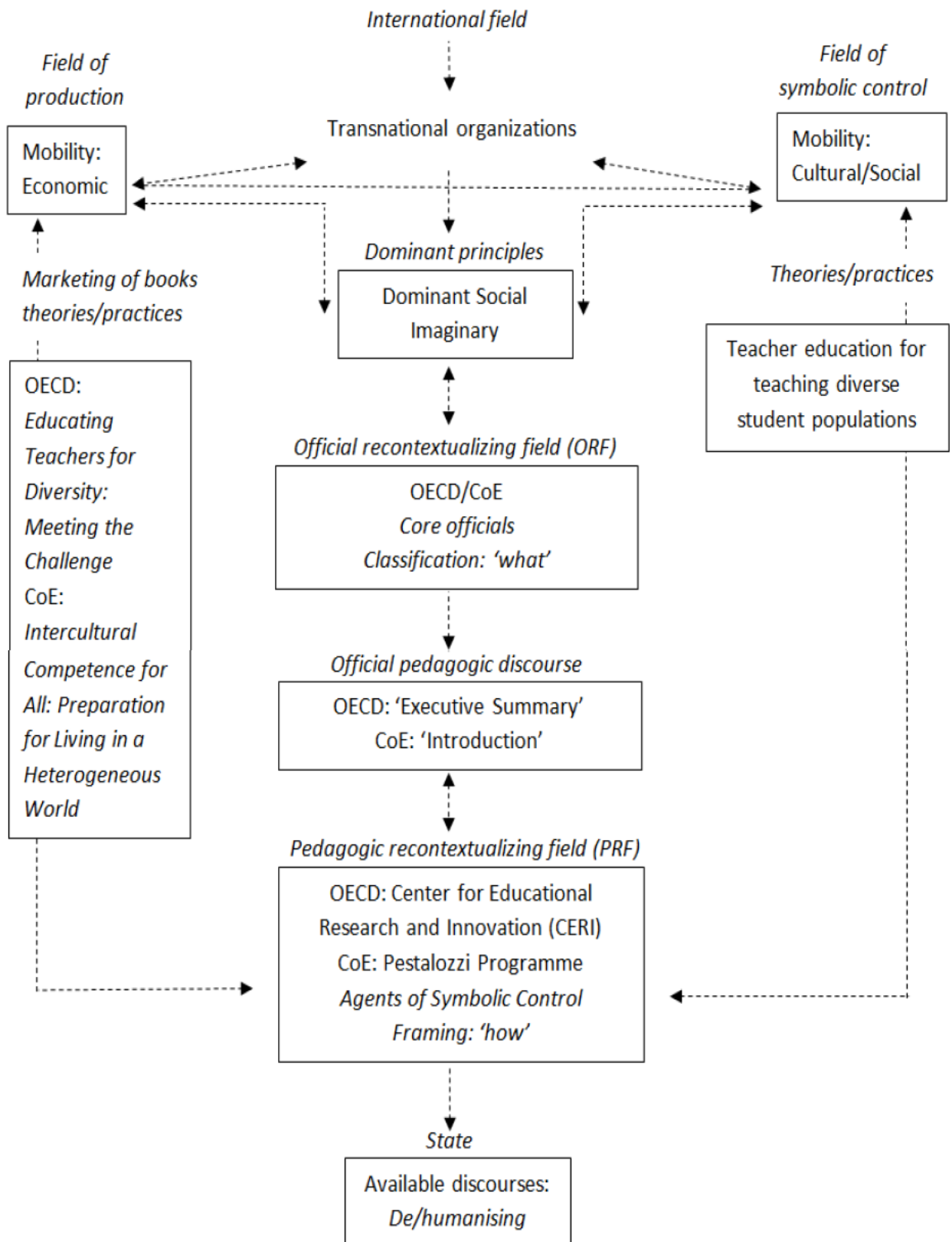
6. OPERATIONALIZING THE 'REVISED MODEL: INTERNATIONAL FIELD IN FOCUS'

The 'Detailed revised model' (Figure 3) identifies the factors that influence the *International field* within which TOs operate, and traces how the OECD and the CoE attempt to influence member nations. This model shows the process of *how* teacher education is *framed* and thereby takes on significance as it enables an examination of *recontextualization*. Following is an explanation of aspects of the model.

External Relations: Field of Production/Field of Symbolic Control

Within the *International field* there are *External relations*. These include the *Field of Production*, which is the global economy, and the *Field of Symbolic Control* which refers to social and cultural concerns. Both *fields* have potential influence. According to Bernstein *External relations* are *Systemic relations*. *Systemic relations* refer to the *physical* and *discursive* resources gained from education. The physical resources are economic outputs; competitiveness within the global economy, while the discursive resources are the social and cultural yields from education. These *External relations* regulate education systems at the nation-state level to 'different degrees and in different ways' (Bernstein,1990:194). In this model, *External relations* regulate TOs 'to different degrees and in different ways' in regards to the economic, social and cultural 'resources' from mobility. Although Bernstein contends that an education system 'may' have an economic output which 'can serve as a potential resource', it will 'always' have an output that 'serves social relations' (*Ibid.*); mobility is a 'resource', but 'may' complicate 'social relations'. Mobility is an economic reality that has social and cultural 'consequences' that 'must' be addressed by education. This is outlined by the World Economic Forum (2010:7) where 'Countries need to prepare to face the challenges of demographic shifts and a fast-changing labour market environment by defining adequate education and migration policies.'

Figure 3



Detailed revised model

It is suggested (World Economic Forum, 2010:8):

...governments, companies, educational institutions and international organizations should collaborate on a systematic basis to address the talent shortages and encourage innovation through redesigned talent mobility.... It is now time for all involved stakeholders to ally forces and prepare for the era of extreme labour scarcity, significant talent mobility and a truly global workforce.

Therefore, the *Field of Production* requires mobility; however, the *Field of Symbolic Control* requires 'adequate education and migration policies' in order to realize the dominant imaginary of a 'truly global workforce'. Consequently, government, companies, educational systems and international organizations (TOs) make up the 'international field' and it is their relations (their 'ally[ing] forces') that contribute to the 'need' and 'problem' of increased mobility. According to Brown *et al.* (2011:2) this is the 'global auction' for jobs resulting from a 'more integrated and networked' world, 'especially in economic activities'; where 'economic interdependence doesn't stop at national borders' (*Ibid.*:151). *External relations*, therefore, cause tensions within the *International field*.

Dominant Principles: Dominant imaginary

In Bernstein's model (1990:196) the *dominant principles* are 'an expression of the dominant political party of the state'; in this model, they are an 'expression' of the dominant imaginary in the *international field*. The 'expression' (*Ibid.*) is:

...regulated by the distribution of power and principles of control which determine the means, contexts, distribution, possibilities, and social relations of physical and discursive resources.

In this case, the *dominant principles* in the dominant imaginary are based on the concepts of 'globalization' as expressed through neoliberalism, which are primarily concerned with physical resources and a 'truly global workforce'. According to Bernstein (1990:196), *dominant principles* 'create an arena of challenge'; therefore the current 'neoliberal social imaginary' is not the only possibility. However, given that *dominant principles* 'specify basic principles of order' (Bernstein 1990:196) and 'set' the 'outer boundaries', the physical resources, the economic outputs of mobility become a primary concern; the power and principles of control are apparent in the *ORF*. The *ORFs* of the OECD and CoE have created specialized departments, *interest groups*, that reproduce the *dominant principles*; the dominant imaginary. However, in their 'distribution' of *marketing books, theories and practices* these *interest groups* also highlight the possibilities of a new imaginary as the texts evidence 'an arena of challenge' or 'flux of recontextualization' (Tyler,2004).

Marketing of Books/Theories/Practices: OECD and CoE texts

This 'flux' is apparent in the two texts in focus: *Educating Teachers for Diversity: Meeting the Challenge* (OECD,2010) and *Intercultural Competence for All: Preparation for Living in a Heterogeneous World* (CoE,2012). Both texts are part of series' produced by these *interest groups* from within these TOs and aim to influence the education policy at the nation-state level of their respective member nations. CERI work 'concern[s] emerging trends and issues' (OECD,2013) which become the topic of 'publications', such as diversity related to mobility. The CoE has published a series describing the Pestalozzi Programme in order to provide a 'framework' to 'look at how education policies can best be put into practice' (Ólafsdóttir,2011:8). These texts have been isolated based on their similar concern for the 'problem' of teacher education for teaching diverse student populations. As well as isolating these texts from their respective series', this analysis is also confined to the opening pages of the texts. Both texts include disclaimers regarding the contributions (chapters by various authors) as not 'necessarily' reflecting the views of the organizations; therefore, only aspects of the texts that can be linked to the organizations *dominant principles* will be put into focus. In the OECD text this includes the 'Executive Summary' (Appendix A), and in the CoE text, the 'Introduction' (Appendix B).

7. DATA ANALYSIS AND FINDINGS

Official Recontextualizing Field (ORF)

The OECD and the CoE determine 'what' is needed in education through '*classification*'. These TOs have become *agents of symbolic control*; therefore, education policy is part of the overall agenda of these organizations. Importantly, there is *strong classification* where the *general core of officials* within an organization is separated into departments, or *interest groups*. The creation of *interests groups* will make it 'more likely that the privileging text will be a realization of a pedagogic code with strong classification and strong framing' (Bernstein,1990:195). These *core of officials* are 'responsible for creating, maintaining, and changing official pedagogic discourse' (*Ibid.*). *Officials* determine 'what'; meaning there is *strong classification* that reflects the *dominant principles* in terms of the 'outer boundaries'. Therefore, the OECD and CoE become an authority in *official pedagogic discourse*. With the production of texts, both TOs explicitly seek to 'guide policy makers' (OECD text), and suggest 'that without appropriate policies... no sustainable societal change is possible' (CoE text). They also reflect the current imaginary with a focus on globalization and mobility. This can be seen in the similar *official*

pedagogic discourse. Drawing on Fairclough's (1992,2003) CDA and 'modality', *official recontextualization* is apparent.

Modality

Analysis of modality reveals the similarities of the OECD and CoE discourse as grounded in the dominant imaginary. The initiatives in both texts is 'legitimized' (Fairclough,2003), as global 'change' is inevitable due to mobility. Therefore, the assertion that teacher education must respond is deemed 'true'. In the CoE text this response is for 'all' 'living in a heterogeneous world', which is ironic as the CoE membership is European nations, not 'all' people of the 'world'; reflecting the rhetoric of 'globalization'. The OECD text is explicit and refers to 'change in a globalized world'. In both texts, the need to respond to globalization is 'urgent'. This projection of change and urgency is 'futurology' (*Ibid.*:167) aimed to 'legitimize' authors as they assert 'what people must do'. The OECD text suggests that 'The issue of educating teachers for diverse classrooms needs to be addressed urgently'. The CoE text reads: 'There is a real urgency... for education, which can help citizens live together in our diverse societies... [and that] It is clear that without appropriate policies... no sustainable societal change is possible'. Both organizations indicate '*what*' is 'true' and must be addressed in the education systems of their member-states; in the OECD text this is the 'increasingly multicultural societies', and in the CoE text, 'the processes of constant change underway, which is nourished by groups of people moving closer together'.

These TOs also indicate '*what*' is 'necessary' by means of modality. Both the OECD and the CoE are presented as an authority on teacher education. By offering 'authoritative information' (Fairclough,2003:166), these organizations become a potential influence on policy-making at the nation-state level. The OECD, with auxiliary modal verbs, such as: 'must', 'should', 'need' establish necessity for policy-making. The CoE also indicates what is of 'crucial importance', 'a fundamental prerequisite', 'a central precondition' and what their member states 'need' to address. These explicit instances of 'deontic modality' (*Ibid.*) are forms of legitimizing a purpose, and establishing authority, by indicating '*what*' is 'necessary'. The 'reality' projected by the OECD and CoE texts define a global 'change' and offer 'strategies' for '*what*' teacher education 'should be'.

Pedagogic Recontextualization Field

Although there is similarity as the OECD and CoE *officially recontextualize* the dominant imaginary, there is difference in *framing* of teacher education in CERI and the Pestalozzi Programme. The *framing* in the OECD text is significantly *stronger* than the CoE text. This dissimilarity is apparent in the discourse which is *dehumanising* (OECD text), and comparatively not in the CoE text, which are drawn out using Fairclough's (1992,2003) CDA categories of 'genre', 'wording', and 'representation of actors'.

Genre

Within the category of analysis 'genre' there are important differences between the 'authorship' of these texts. The OECD text has an unnamed author, reflecting the 'mystification and obfuscation of agency and responsibility' (Fairclough,2003:13). The topic is introduced within the *voice* (Bernstein,1990) of the OECD Organisation, making the *message* (*Ibid.*) less personal and authoritative. This reflects what Fairclough (2003:13) has noted is indicative of 'influential texts produced by international agencies'. As well, only some of the contributing authors (*experts*) to the remainder of the text are named. The CoE text, in contrast, has a named author, who is 'Head of the Pestalozzi Programme', and all contributing *experts* are identified. The *voice* of the author and *experts* are responsible for the *message*. Bernstein suggests (*Ibid.*:197-198) that 'although there are exceptions... those who produce the original discourse [in the *ORF*], are not agents of its recontextualization [in the *PRF*]'. The CoE text is an 'exception' which Bernstein (*Ibid.*) notes, renders it 'important to study'. It is important because the author of the CoE text is personalized; it is *humanised*.

The OECD also asserts its authority in text structure and in its 'official' nature distances the authorship from readership, making it less personal. Although the text declares itself as a 'volume' and a 'publication', the overall text structure is similar to a business report. The inclusion of an executive summary, bullet points, and bold font to indicate sections are all indicative of official texts that allow for quick reading; the purpose of an executive summary. The major topics as well can be gleaned with ease due to their isolation from the overall text, by way of lines, and the contrasting use of blue font. Topics are in italics, indicating movement from one issue to the next and they are terse relying on colons and dashes, again to save reading time. The text requires minimal commitment from its audience. The CoE text is comparatively a narrative. It is introduced as a 'reader' and is an 'Introduction' to the topic. Although it is comprised of short paragraphs, it requires attentive reading. It aims to engage the reader, as it cannot be merely scanned, in comparison to the OECD text. It is not

a 'report' to politicians. It lacks the structural authority of the OECD text, *framing* the topic in a *weaker* manner.

OECD *strong framing* is consistent with the dominant imaginary which emphasizes 'performance' over 'competence'. Bernstein (2000) discusses 'pedagogic models' where in 'competence models' 'control' is 'implicit', and 'performance models' where 'control' is 'explicit'. Although these pedagogic models refer to classroom practice, they also hold true in the macro analysis of the Pedagogic Device in terms of the *implicit* or *explicit* control of the *ORF* over the *PRF*. Control of '*how*' teacher education 'should be' is 'explicit' in the OECD text. The *performance model* is based on the 'specific output' of the student, and in this case, the teacher as well. The *dehumanising* impact of performance and measurability on education has been established (Ball,2006, Broadfoot&Pollard,2006, Moss,2002). This is present in the text through 'intertextual mixing' (Fairclough,2003) of previous studies. The Programme for International Student Assessment (PISA) is introduced as evidence for the need for 'urgent' action. PISA studies have become important in education policy-making at the nation-state level (Grek,2009, Rizvi&Lingard,2006,2010). By opening the text with a direct reference to PISA the text extends its authority. This is emphasized by the 'embedded intertextuality' (Fairclough,1992:118) of the Teaching and Learning International Survey (TALIS) as part of the 'matrix' (*Ibid.*) of the text. Responses to a survey are interwoven throughout the text to suggest what actions need to be taken. There is an emphasis on 'using large scale data analysis to guide suggestions for policy' and 'the importance of disaggregating data'. This is an assertion of power, and *strong framing*, which *dehumanises* students and teachers as 'data'. Furthermore, authority is 'legitimized' (Fairclough,2003:51) by authorial voice in the direct reporting of the OECD Secretariat to 'substantiate authorial claims' (*Ibid.*). In this pedagogic *recontextualization*, the 'key factors' to be addressed are not *recontextualized* in the *PRF* with the *voice of agents of symbolic control*, but rather from an official in the *ORF*. This 'legitimization' (*Ibid.*) is established via 'authorization' further establishing *strong framing* of '*how*' to approach teacher education.

With intertextuality, the CoE also establishes authority, yet it does so subtly, with *weaker framing*. There is an emphasis on 'competence' and *implicit* control of the *ORF* over the *PRF*. Mobility is encouraged through 'pupil exchanges' and 'school partnerships' and diversity is contextualized as related to 'discrimination' and 'inter-religious matters'. There is a stated goal 'to build a common European future', which cannot be divorced from the economic realities of mobility, however, education is not reduced to this economic base, but rather to cultural and social gain. As well, 'legitimization' is based in 'morality' (Fairclough,2003:98), 'by reference to value systems'. The

mission statement: 'An Organization which was created to promote inter-governmental co-operation in the domains of democracy, human rights and the rule of law throughout Europe.', as well as, the 'aims and vision' of the CoE serve to reiterate the *ORF*, as does the reference to previous 'Declarations' and agreements. However, the issues to be addressed are indirectly reported and thereby offer the 'impression of consensus' (*Ibid*:51) as the topic is placed within a vague 'one of the five key areas where action is needed' of a broader official agenda. In contrast to the OECD text, the CoE text calls upon the *PRF* to outline the issues to be addressed. The *experts* within the *PRF* suggest 'how' the 'factors... need to be addressed' and 'offer guidelines'. While accountability remains salient: 'how we can assess whether intercultural competence is or has been developed' with 'a systematic overview of... indicators'; 'highlighting and rewarding successful practice'; with a 'label scheme [which] could reward existing capacity-building practice', it is accountability from within the *PRF*. And although there is 'argumentation quoting from a wide range of international organizations' there is not a reliance on international data collection, such as in the OECD text. The overall intertextuality suggests *weaker framing*, allowing for more authority in the *PRF*.

Wording

Resembling differences in genre, variances in wording reveal the comparatively *stronger framing* in the OECD text, which results in a greater abstraction from education and in the *dehumanising* of students and teachers. The OECD text focuses on 'challenges', whereas the CoE focus is on 'understanding'. Although both 'challenges' and 'understanding' are nominalized, as verb phrases that become nouns, the OECD text is abstract in terms of agency. According to Fairclough (1992:182) 'nominalization turns processes and activities into states and objects, and concretes into abstracts', and thereby has 'the potentiality of omitting the agent' (*Ibid*.:182). In the OECD text 'meeting the challenge' is 'nominalized' from something that is 'challenging' (adverb) to a 'challenge' (noun). 'Educating teachers for diversity' is 'the challenge'; however, who the actors are 'meeting' the 'challenge' remains unclear. As well, 'Educational challenges' are 'posed by family background, socio-economic context and migration status'. The 'challenges' in this case are the students themselves, and their economic circumstances, however, they are omitted. Near the end of the text agency is revealed: it is the 'challenges facing teachers in OECD countries', however, these challenges (students), are not identified.

Contrastingly, teacher education is defined as a condition requiring human capacities in the CoE text. The repetition of understanding: 'mutual understanding', 'multicultural or intercultural understanding', and 'an understanding', are peppered throughout the 'Introduction'. As well, the

emphasis on the 'concern' for understanding is highlighted by 'misunderstanding' to describe the 'virulent problems of today's societies.' This is 'overwording' and further emphasizes the 'preoccupation' (Fairclough,1992:193) of the CoE for 'understanding' and although this is an abstract notion, it is not 'nominalization' that omits agency. It is clear that the CoE is 'by definition a place where mutual understanding, or the absence of it, is at the forefront of [their] preoccupations'. The level of abstraction from education is markedly lower as there is an indication that 'intercultural understanding' is connected to 'pedagogical orientation.'

Like 'nominalization', 'interdiscursivity' has a similar potential for *de/humanising* depending on 'what discourse types are drawn upon' (Fairclough,1992:232). The OECD text draws on economic discourse such as: 'overcome ... inequalities and at the same time harness the benefits'; 'diversity as a source of potential growth...'; 'teachers draw out this potential'; 'diversity is an asset'; 'political and educational costs', and a 'rich resource', which is indicative of the 'economization of education policy' (Rizvi&Lingard,2010:103). This discourse is *recontextualized* from the *ORF* and the external influence of the *Field of production*, and reflects the OECD's 'traditional concern with education and economic growth' (Lauder *et al.*,2006:40). The struggle for the *voice of pedagogic discourse* in the *message* is emphasized in the third paragraph of the text, which suggests 'an important theme underl[ing] all of the contributions to [the] publication:'

...that diversity is an asset for educators and societies in general and that efforts should be made to make the most of this rich resource. This approach contrasts with the view that diversity is a problem that needs to be avoided, or, if this is not possible, "solved".

It may be that this 'theme' is the foundation for the contributions by *experts* to the publication within the *PRF*. Another *expert* is noted as (original emphasis) 'explor[ing] the distinction between diversity and disparity, in which *diversity* is a neutral concept (i.e. one can be short, tall, urban, rural, etc.) that is distinct from *disparity*, in which diverse situations are associated with different outcomes or differential treatment'. However, this is a contradiction as this text was not produced for 'educating teachers for diverse classrooms [which] needs to be addressed urgently' because some students are 'short' and some 'tall'. This text is about 'different outcomes' of 'student performances' which is directly linked to their 'family background, socio-economic context and migration status'. The introduction is interdiscursively situated in the *ORF*, where a 'problem'/'solution' within economic reasoning is evident, which contradicts the *experts* in the *PRF*. These are instances of 'metadiscourse' (Fairclough,1992:122) which is 'a particular form of manifest intertextuality where the text producer distinguishes different levels within [their] text'. Although, there is an explicit effort to emphasize

education over economics, it is in actuality 'incoherence' (*Ibid.*:84) resulting in 'the possibility not only of struggle over different readings of texts, but also of resistance to the positions set up in texts'. It is important to reiterate that the contributions by *experts* to the text 'do necessarily reflect the official views of the Organisation' (OECD,2010). In this case there is an 'actual source of conflict... between the positions within the PRF, and the ORF' (Bernstein,1990:199). Bernstein (2000:86) has warned, that this 'creates a new dislocation... one of knowledge and one of potential creators and users of knowledge', which contributes to its *dehumanising* potential.

In contrast, the discourse employed in the CoE text is *humanising* as there is *weaker framing*. The *pedagogic discourse* produced within the PRF is influenced by an agent from the ORF, the named author, who is also an *agent of symbolic control* as 'Head of the Programme'; and *agents of symbolic control* 'regulate mind, body, and social relations' (Bernstein,1990:133). This influence is apparent in the psychological discourse used to suggest 'how' teacher education for teaching diverse student populations is grounded in humans and their relationships. There is an emphasis on 'dialogue', 'living together', 'exchange', 'understanding each other', 'necessary attitudes', 'sharing and discussing ideas', 'communication'; and 'environments', such as: 'classrooms', 'schools', and 'local communities'. The representation of the process of teaching is not described in terms of economic outputs, but rather in terms of social and cultural gains.

Representation of Actors

Like differences in wording used to describe the process of teaching, there are contrasts in the representation of students and teachers, the social actors imbedded in the process. In the OECD text students are mentioned in conjugation with their strategic value of their 'student achievement' or 'student performance'. They are adjectives instead of nouns and are 'suppressed', as they are 'not in the text at all' (Fairclough,2003:145). They are neither 'activated' nor 'passivated' (*Ibid.*); they do not exist. However, teachers are 'actors in processes' and are 'activated' (*Ibid.*). Teachers do 'things', 'they make things happen' (*Ibid.*); however, what they do or need to do is not grounded in pedagogy. They are present as an economic necessity to 'draw out... potential', and 'handle diversity' in an effort to boost 'student performance'. Ironically, teachers are 'intertextually' linked to an 'online consultation' that uses 'issues raised by student teachers, teachers, and teacher educators... to highlight emerging themes and key challenges in the field'. Their collective *voice* is introduced after 'the OECD Secretariat sets the stage with key factors' and 'international researchers'. According to Fairclough (*Ibid.*:53) 'when the voice of another is incorporated into a text, there are always choices

about how to 'frame it'; there are 'questions about the ordering of voices'. The 'voice' of teachers is placed subordinate to the OECD highlighted in the metaphor 'set the stage' as a director would, and 'international researchers' who act as the authority which serves to legitimize the Organisation. When the teachers' 'voice' appears, it is to 'identify knowledge gaps'. It is noted that 'many practitioners... rated sensitivity to diversity... important'. The use of 'sensitivity' contrasts with the remaining descriptions of what teachers do or need to do. 'Sensitivity' is linked to people, not 'outputs'. When teachers indicate 'their most favored strategy to promote and support diversity' they suggest 'creating an interactive environment', which is connected to relationships. However, relationships are not present in the 'solution' to the 'problem', as the only indication of 'environments' are national circumstances, and 'globalized classrooms' in 'a globalized world'.

Although students are also not present explicitly in the CoE text, they are not named, students are apparent in the 'backgrounding', (Fairclough,2003:145) in their inclusion of the focus on 'people', 'Europeans', 'citizens', and 'every individual'. In the one instance where they are referenced as 'individual learners' they are grouped with 'local communities'. Education is described as a part of a wider concept of 'intercultural understanding' within and among relationships. Like students, teachers are not 'named' in the text. However, they are also not 'passivated'; they are not 'affected by processes' (*Ibid.*). Instead they are included through the use of pronouns. 'All' and 'every' are used as adjectives to include teachers; they are also drawn into the discussion with the use of 'we' and 'our'. Teachers are part of an initiative of 'understanding' and 'competence' which is distinctively human and collective. 'Everyone', including teachers, needs to 'understand each other and themselves better', 'understand the processes of constant change', 'live together in our diverse societies', 'develop intercultural competence', and 'understand each other across all types of cultural barriers'. The *control* of the social actors is *implicit*, using *weaker framing*. Furthermore, the description of a 'group of experts' who 'dr[ew] some loose ends together' in a 'rich intercultural experience as well as a wonderful process of mutual development and enrichment, sharing and discussing ideas' highlights the comparative *humanising* discourse. Although these contributors are *experts*, they are also described in a laymen idiom of 'drawing loose ends together' in a 'wonderful' process of 'sharing', which emphasizes community and relationships. In particular, one *expert* is quoted as 'demonstrat[ing] the need for a vision for intercultural education' that 'must inspire people's minds, stir their emotions and lend wings to their actions'; this poetic is human at its core. There is a connection of the process of teaching and the policy of teacher education with the social actors imbedded in the process. In the OECD text the 'knowledge [of teachers] is separated from...

personal dedication' and they are 'literally dehumanised' (Bernstein,2000:86); whereas the CoE text recognizes teacher 'commitments' and 'personal dedication' (*Ibid.*).

8. DISCUSSION AND IMPLICATIONS

The topic of teacher education for teaching diverse student populations is a particularly important issue to remove from the influence of economists as the act of teaching diverse students is grounded in social and cultural conditions. Teachers cannot control economic disparity of their students, but they can reach each unique student in a diverse student population because that is the essence of teaching. Students have always been diverse, and teachers have always taught them. The addition of an economic 'reality' such as mobility may increase diversity in terms of nationalities and languages present in a classroom, however, the fundamental act of teaching does not change. By presenting this issue as a 'challenge' or 'problem' to be solved; it may be that a new problem is created. *Dehumanising* rhetoric aimed at influencing policy concerning teacher education cannot solve an economic 'problem', but may in fact create social and cultural complications. Diverse student populations have always, and will continue to require sensitivity and a sense of community in the classroom; not competition and comparisons. The CoE, with its closer proximity and day-to-day influence on teaching and teacher education is better suited to address this issue. The OECD official discourse does not appear to be grounded in pedagogy.

Education policy discourse that sees human beings as cultural and social, and not *merely* economic exists. Nation-state policy-makers, particularly in the 23 nations that are members of both the OECD and the CoE, have competing discourses *available* to draw on; one that is *dehumanising*, and one that is not. The *dehumanising* discourse is akin to the 'policy mandating of pedagogies [which] often works with an inherent mistrust of teachers' (Lingard&Mills,2007:237). This 'mistrust' is apparent in 'schooling systems around the globe' and 'will not result in socially just outcomes or practices' (*Ibid.*). Mistrust of teachers is evident when teachers themselves are absent from the discourse that describes their profession in such a way that they and students and the importance of relationships are subordinated to economic output. All good teachers know that equal is not fair in a classroom setting; all students have diverse needs and a teachers role is to understand those needs through relationships developed in an 'interactive environment' and with 'sensitivity', as indicated by teachers in the OECD text. 'Socially just outcomes', on the other hand, require economic solutions that aim to provide greater equity to be deemed fair.

9. LIMITATIONS

We cannot know the extent of potential resistance by teachers to *dehumanising* discourse as it is *recontextualized* at the level of 'reproduction' (Bernstein 1990) in classrooms. A better understanding of this issue requires 'enhancing the corpus' (Fairclough,1992:227), by extending the analysis to the entire texts, and the series' from which they have been selected in order to highlight 'genre chains' (*Ibid.*) which can show 'action at a distance' which has been taken as a feature of 'globalization' (*Ibid.*:2003:216). As well, interviews with contributing authors may show if they are 'conscious of the ideological investment of a particular discourse convention' (*Ibid.*,1992:227). These issues require further investigation, and are therefore limitations within the scope of this work.

There are other limitations. In an interview, Bernstein (2000:211) identifies the constraint of his theory. He asserts that 'the theory is really a part of a more general theory which is beyond [him] to produce'. This has been an attempt to do so, however, it necessarily reduces the scope of Bernstein's original model. Furthermore, Fairclough's CDA has been employed selectively within the confines of this work. As well, in terms of discourse analysis and social research, it must be acknowledged that policy deconstruction, is in itself a reconstruction. Furthermore, qualitative studies require interpretation; and there is 'no single interpretative truth' (Denzin&Lincoln,2011:15) However, as Codd (original emphasis,1988:246) suggests 'the aim of discourse analysis is not to prove which... reading is *correct*' but rather to understand the 'potential effects upon readers'. The 'pedagogic discourse of reproduction', the actual effect of the 'de/humanising' discourse on subjects at the micro level (students and teachers) is not empirically tested in this work, but rather remains within theoretical *possibilities*. Further research is necessary to determine not only the extent that nation-state policies reflect the *de/humanising* discourse, but also if this has a negative impact on teaching.

10. CONCLUSION

Consideration of "'on the ground' struggles... of education policy making' (Taylor,1997) is necessary. Teacher education for teaching diverse student populations requires policies developed in the *PRF* by *agents of symbolic control* who not only focus on social and cultural gains of education, but also have the insight required to understand the crucial role of humans and their relationships. The *ORF* of TOs such as the OECD and the CoE remain within the current social imaginary fixated on economic outputs in a global competitive market. However, there is a notable absence of research of the CoE and their approach to education which endeavors to connect policy to pedagogy. More research in the 'international field' is necessary to understand how the inclusion of teachers in policy-making can be

achieved by leaving education within the power of the *PRF* which infers *weaker framing* and humanising discourse.

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Appendix A

OECD Text (Excerpt)

Educating Teachers for Diversity: Meeting the challenge (Organization for Economic Co-operation and Development: Center for Educational Research and Innovation 2010)

Executive summary

Increasingly multicultural societies have an impact on education and student achievement. Educational challenges posed by family background, socio-economic context and migration status are not only strongly linked to student performance, they determine student performance over and above the school's influence.* Schools and education systems must therefore seek to overcome such inequalities and at the same time harness the benefits that students and teachers from diverse backgrounds bring to the classroom. A successful school system treats diversity as a source of potential growth rather than an inherent hindrance to student performance. It uses the strength and flexibility of its teachers to draw out this potential, and provides them with the appropriate support and guidance to accomplish this task.

Educating Teachers for Diversity: Meeting the Challenge explores the concepts underlying diversity in various contexts and the challenges involved in creating an evidence base that could guide policy makers on this topic. It looks at the need to better articulate the links between initial and in-service teacher education and the necessity of addressing current gaps in our knowledge. Such gaps include how to attract and retain more diverse student teachers and how best to educate the teacher educators themselves. It also examines classroom practices and principles in a number of country contexts. Throughout the volume, issues raised by student teachers, teachers, and teacher educators who participated in an online consultation are used to highlight emerging themes and key challenges in the field.

An important theme underlies all of the contributions to this publication: that diversity is an asset for educators and societies in general and that efforts should be made to make the most of this rich resource. This approach contrasts with the view that diversity is a problem that needs to be avoided, or, if this is not possible, "solved".

*OECD Programme for International Student Assessment (PISA) 2003 and 2006:
www.oecd.org/edu/pisa.)

The increasing complexity of the globalised classroom – but how do we measure successful teaching for diversity?

The issue of educating teachers for diverse classrooms needs to be addressed urgently. **Part One** presents an analysis of contexts, concepts, and research that have had an impact on how OECD countries prepare teachers for diversity in the classroom. In the introduction, the OECD Secretariat sets the stage with key factors, including:

- an increasing proportion of migrants and immigrants in OECD countries;
- continuing disparities in scholastic achievement between first and second generation immigrant students and their native peers;
- lower scholastic achievement and graduation rates for indigenous populations in countries with a long history of migration;
- changing roles of teachers and continuing difficulty in attracting and retaining new recruits to the teaching force;
- a lack of empirical research on effective strategies for teacher education for diversity.

Also in Part One, international researchers examine the concepts and traditions underlying research on teacher education for diversity. Examples of using large scale data analysis to guide suggestions for policy and practice are provided. In Chapter 3, Ben Jensen provides analysis of the OECD's Teaching and Learning International Survey (TALIS) in regard to teachers' responses for teaching in a multicultural setting. The importance of disaggregating data when using large-scale data sets is underlined in Bruce Garnette's work in Chapter 4. Underlying the contributions to Part One are two questions: How can we measure the success of a particular initiative or policy? And what are the political and educational costs of the absence of strong and relevant research on this topic?

Preparing teachers: linking initial teacher education to in-service training and identifying knowledge gaps

Many practitioners who responded to the online consultation rated sensitivity to diversity issues as considerably important for becoming an effective teacher; far fewer reported feeling well prepared to handle diversity issues in the classroom. **Part Two** looks at teacher education itself and the different strategies used to prepare practitioners to respond to diversity in the classroom. In Chapter 5 Russell Bishop explores the distinction between diversity and disparity, in which *diversity* itself is a neutral concept (*i.e.* one can be short, tall, urban, rural, etc.) that is distinct from *disparity*, in which diverse situations are associated with different outcomes or differential treatment. This chapter looks in particular at a concrete example from a professional development programme aimed at improving educational outcomes for indigenous Maori populations in the New Zealand context.

This is followed by a special focus on two themes that are often overlooked in current research and policy making: (a) recruiting and retaining diverse teachers and student teachers; and (b) educating teacher educators themselves. Chapter 6 highlights research from the Netherlands looking

at three case studies of initial teacher education programmes and explores the experiences of the student teachers as they pursue their chosen studies and seek to find appropriate placements and practicum. In Chapter 7 Richard Milner discusses the preparation of teacher educators and offers planning principles and questions to help guide teacher educators in the crucial area of curriculum planning for increasingly diverse student classrooms. Part two ends with a look at a teacher education programme in Italy, a country which is still developing its approach to diversity in the school and in society more generally.

Moving into practice: the importance of context, flexibility, and critical reflection

In the online consultation, teachers and teacher educators reported “creating an interactive environment to promote and support diversity” as their most favored strategy to respond to diversity in the classroom. But how might one do this? **Part Three** focuses moving into practice and the realities that confront schools, principals, and teachers in the classroom in countries with uniquely different traditions and experiences of diversity. As these contributions make clear, context matters.

In Chapter 9, Anne Sliwka explores the process of change with an analysis of the steps taken to transition from a relatively homogeneous society (Germany of the 1960s) to one more prepared to embrace its increasing diversity. Chapter 10 looks at Spain, a country that has experienced dramatically increased levels of migrants in a rapid period of time. By tracing the legal instruments used to effectuate change in teacher education and analyzing how well these changes are reflected in current teacher education programmes, Miguel Essomba explores the process of moving from theory to practice.

Chapter 11 focusses on a country in transition: Northern Ireland. Claire McGlynn explores the different kinds of approaches that school principals have used in addressing diversity in such a context, including the important role of leaders in championing the explicit acknowledgment of diversity issues.

Lastly, this section ends with a look at the highly diverse American context, and explores how teachers can be best supported to choose the classroom practices with the most potential in light of their particular classroom context. In Chapter 12 Geneva Gay provides guiding principles and illustrative examples of how these principles can be translated into practice through the use of specific pedagogic tools.

The pending agenda – assessing the status quo, highlighting gaps, and moving forward

Part Four concludes the volume by identifying areas where further attention and action is needed in governance, research, and teaching. A number of gaps and areas for improvement that emerge from the publication are identified and described, followed by orientations for the pending agenda. It looks at common obstacles and resistance to change in teacher education for diversity and offers suggestions of discussion topics for policy makers and practitioners.

Educating Teachers for Diversity: Meeting the Challenge explores the evidence base that can be used to allow initial and in-service teacher education to prepare teachers for their changing classrooms. It provides concrete examples of challenges facing teachers in OECD countries and presents a range of policies, experiences and practices that are used in various contexts, from countries with long histories of diversity to those with more recent experiences. This publication also asks how these insights can inspire continuing educational reform and change in a globalised world.

Appendix B

CoE Text (Excerpt)

Intercultural Competence for all: Preparation for living in a heterogeneous world (Council of Europe Pestalozzi Series, No. 2012)

Introduction

Joseph Huber, Head of the Pestalozzi Programme

Concern for mutual understanding, be it terms of multicultural or intercultural understanding, competence or dialogue permeates the content and the everyday reality of our work at the Council of Europe. An Organisation which was created to promote inter-governmental co-operation in the domains of democracy, human rights and the rule of law throughout Europe is by definition a place where mutual understanding, or the absence of it, is at the forefront of our preoccupations.

The aims and vision of the Organisation – living together in a Europe without dividing lines and ensuring deep security – can only be achieved when people across Europe understand each other and themselves better. This requires an understanding of the processes of constant change underway, which are nourished by groups of people moving closer together, whether virtually or in person.

The Warsaw Declaration and Action Plan of the heads of state and government of the Council of Europe of 2005, as well as the Wroclaw Declaration on 50 years of European Cultural Co-operation have already underlined the crucial importance of intercultural dialogue, exchange and education amongst and for Europeans in order to build a common European future based on the values and principles the Council of Europe stands for and promotes.

Today, intercultural understanding and intercultural competence are more important than ever because they make it possible for us to address the root causes of some of the most virulent problems of today's societies in the form of misunderstandings across cultural, socio-cultural, ethnic and other lines: discrimination, racism, hate speech and so on.

There is a real urgency – in many aspects of our lives – for education, which can help citizens live together in our diverse societies. For this reason we all need to develop intercultural competence. The ability to understand each other across all types of cultural barriers is a fundamental prerequisite for making our diverse democratic societies work.

The Council of Europe has a long-standing history of concern for this matter going back to the 1970s. The White Paper on intercultural dialogue adopted in May 2008 identifies intercultural education as one of the five key areas where action is needed to safeguard and develop human rights, democracy, and the rule of law and to promote mutual understanding. Intercultural competence is a central precondition for every individual and since it is not automatically acquired, it needs to be developed, learned and maintained throughout life.

Many Council of Europe actions, programmes and projects deal, in one way or another, with improving mutual understanding: intercultural dialogue, intercultural cities, campaigns against discrimination, the intercultural dimension in history and inter-religious matters, to name a few.

The present publication looks more precisely at the development of intercultural competence as a key element of mainstream education. It is clear that without appropriate policies, which place intercultural competence at the heart of all education, and, above all, without the everyday practice of developing the necessary attitudes, skills and knowledge needed for mutual understanding, no sustainable societal change is possible.

A group of experts, Francesca Brotto, Gerhard Neuner, Roberto Ruffino and Rudiger Teutsch met several times over almost two years to try to draw some of the loose ends together, in an attempt to propose a more coherent view of the issues surrounding intercultural matters. In particular, the group focused on the educational aspects involved. This was itself a rich intercultural experience as well as a wonderful process of mutual development and enrichment, sharing and discussing ideas from various perspectives which have been shaped by different experiences, pursuing the common aim of establishing a clearer grasp of all the elements involved. Katarzyna Karwacka-Vogele, during her traineeship at the Council of Europe, entered into a different, receptive type of dialogue with the authors and added a further perspective based on the existing work.

The book proposes itself as a reader on the current state of work with regard to the development of intercultural competence for all citizens of Europe.

Chapter one is dedicated to the reflection on a framework for intercultural education. It contains two contributions.

Gerhard Neuner offers a comprehensive view and description of the factors which need to be considered when seeking to introduce intercultural competence development into mainstream curricula. His essay covers a discussion on why intercultural education is important, what could be included in curricula and the implications of intercultural education on classroom work and teacher education. His work combines the theoretical foundations with very pragmatic considerations and proposals and he demonstrates the need for a vision for intercultural education:

It must inspire people's minds, stir their emotions and lend wings to their actions.
Such a vision must be convincing in its theoretical foundation, appeal to practitioners, motivate them and support them in their daily work.

Katarzyna Karwacka-Vogele, during her traineeship at the Council of Europe in the unit responsible for the Pestalozzi Programme and for intercultural education and exchanges, focuses on the question of how we can assess whether intercultural competence is or has been developed. She looks into personal and institutional indicators and proposes a first attempt at creating a systematic overview of such indicators.

Chapter two focuses on individual exchanges, partnerships and the recognition of achievements as ways of creating spaces for and experiences of intercultural communication and action, as well as ways of highlighting and rewarding successful practice.

Roberto Ruffino's contribution is a combination and adaptation of two papers he wrote for the Council of Europe. The first part is taken from a paper arguing for the importance of facilitating individual pupil exchange programmes and it covers the historical background from the 1970s to today. In doing so he provides a rich source of information and argumentation quoting from a wide range of international organizations. The second part is conceived as a tool to support the setting-up and running of pupil exchanges and it outlines all the aspects which need to be considered in order to make such exchanges successful learning and development experiences.

Rudiger Teutsch addresses school partnerships as tools for the development of better intercultural understanding and offers guidelines and pedagogical orientation to help make such partnerships successful.

Francesca Brotto focuses on ways to promote initiatives and efforts in the field of intercultural education at school level. She describes a label scheme for intercultural practices in schools which recognizes and highlights what schools are doing to build intercultural competence within their own environments, whether in the classroom or within the school as a whole, for individual learners or for local communities. Such a label could reward existing capacity-building practice for intercultural education within schools in Europe.

Joseph Huber, Strasbourg, January 2012