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Developing culturally responsive school leaders in Ireland and Spain. The evolving role of professional development

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ABSTRACT

Recent migration patterns have had a profound impact on education systems becoming more diverse in their student body but also influencing school climate and resource provision. A multisite case study approach and semi-structured interviews with 13 principals and 17 teachers were used to identify the challenges and opportunities for culturally responsive leadership in schools in Ireland and Spain. The findings provide an overview of the complex situations faced by school leaders in both countries in terms of professional development for school leaders and teachers. At the heart of the findings is the argument that any efforts to enhance the culturally responsive capacities of school leaders will depend on the enhancement of current professional development opportunities and the creation of new ones. The data indicates that imperative applies not only to school leaders but to the school community as a whole. As with all comparative papers, there are points of similarity and points of divergence, and it is through exploring these that we can see a possible way forward for the development of school leaders in Spain, Ireland and other international contexts.

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Culturally responsive leadership; professional development; migration; student diversity; school leadership

Introduction and background

Migration has been one of the most significant social, cultural, political and economic phenomena of recent global history (OECD 2021; Volante, Schnepf, and Klinger 2022). While it is certainly not a new phenomenon, recent patterns of migration have had a profound impact on many areas of social provision (Brown et al. 2019). In the European context, the reality of migration has resulted in a wide range of challenges and opportunities, with some of the most significant being felt across the continuum of education (Eurydice 2019). At a very basic level, increasing levels of migration have resulted in school systems becoming more diverse in their student body (Brown et al. 2022; Hoerder 2002; Volante, Schnepf, and Klinger 2022). Thus, we have seen a reconceptualisation of educational provision across Europe with structures redesigned to take

account of increasingly diverse and diversifying student populations (Brown et al. 2022; Nayir et al. 2019; Portera 2008; Roybal 2018).

The impetus behind most of these changes is an awareness that education systems offer a unique structure to facilitate the integration of ethnically and culturally diverse groups into wider social structures while at the same time recognising that this integration will have the potential long-term impact of providing equity of opportunity and a stable social structure which will benefit all society (Brown et al. 2022). Of course, the challenge facing educational providers across Europe is how to manage this transition in an effective manner?

School principals have the power to influence the whole of their school. Change is more likely to be successful if it is led by the principal (Gay 2015) and, in turn, the impact that principals have on the academic performance of their students has been demonstrated (Leithwood, Harris, and Hopkins 2020).

Brown et al. (2019) argue that school leaders are in an ideal position to act as 'bridge builders' bringing together students from various cultural backgrounds in coherent though diverse school communities, thereby facilitating the inclusion of minority students such as those from immigrant backgrounds (Nortvedt et al. 2020). They further suggest that the best way to do this is through the adaptation and adoption of what is referred to as culturally responsive leadership (CRL) (Khalifa 2018), which is defined by Johnson (2014, 148), as 'those leadership philosophies, practices, and policies that create inclusive schooling environments for students and families from ethnically and culturally diverse backgrounds'. Some of the main tasks of culturally responsive school leaders include promoting communication with families and students, recruiting and maintaining a culturally responsive workforce, securing culturally responsive resources and curricula, mentoring and modelling culturally responsive teaching, and providing Professional Development (PD) opportunities in order to create a welcoming and inclusive school climate for all students (Khalifa, Gooden, and Davis 2016; Minkos et al. 2017).

The implementation of these CRL practices can be obstructed by issues such as the lack of focused training for teachers and principals on multiculturalism (Khalifa, Gooden, and Davis 2016; OECD 2019), the difficulty in providing the necessary resources to students with migrant backgrounds (Eurydice 2019), the inflexibility of assessment for migrant students (Herzog-Punzenberger et al. 2020) or, even, the limited autonomy provided in law for school leaders to make meaningful changes at systemic rather than surface levels (Bolívar 2010).

In recent years, there has been an increasing interest in exploring how the theory of CRL might operate in embedded, context-rich education systems (Brown et al. 2020; O'Hara et al. 2020). There has also been an awareness of the value of comparative studies examining the manner in which context drives change at a systemic level while at the same time exploring whether there are generalisable outcomes that might be usefully explored (Roulston et al. 2023).

It is against this background and as part of a three Erasmus + project entitled Culturally Responsive Evaluation and Leadership in Schools (CRELeS) that the education systems of Ireland and Spain were chosen for comparative purposes. They both have diverse general and school-going populations. They arguably have similar patterns of migration yet varying levels of achievement by migrant students in transnational tests (Nayir et al. 2019). Changes in educational populations have ensured that both countries

have formal legislative requirements to integrate new arrivals. Specifically, the preamble of the Irish Education Act 1998 states that its purpose is ‘to ensure that the education system is accountable to students, their parents and the state for the education provided respects the diversity of values, beliefs, languages, and traditions in Irish society’ (Government of Ireland, p. iii).

There is a strong echo of this in the Spanish Education Act (LOE 2006) with its current amendment, the Act 3/2020, amending the Organic Law on Education, which recognises the need to provide an education based on respect:

Education in respect for fundamental rights and freedoms, in equality of rights and opportunities between men and women and in equal treatment and non-discrimination of persons on grounds of birth, racial or ethnic origin, religion, conviction, age, disability, sexual orientation or identity, illness, or any other condition or circumstance. (LOMLOE 2020, 122881)

This paper will seek to explore the impact of increasing diversity in school leadership. It will argue that leadership plays a critically important part in making schools ready to deal with the reality of a more diverse student body. Using the conceptual framework offered by the theory of CRL, the paper suggests that school leaders need to be chosen, prepared, and supported to aid in the transformation of their schools to take account of the transformed nature of the student body (Brown et al. 2022). In particular, the paper explores the lived experience of school leaders and engaging with their analysis of the centrality of PD opportunities to the creation and growth of cultural responsiveness in general and CRL in particular. Using the experiences of two distinct though complementary education systems – Ireland and Spain – the paper will suggest ways in which school leaders can develop approaches to leadership and PD that are both responsive in a cultural sense and successful in an educational one.

Literature review

The comparatively high percentage of school-age children with migration backgrounds in both Ireland (12%) and Spain (4.6%) suggests that school personnel need to be prepared to ensure that ‘children of every race, ethnicity, language or other characteristics of their identity have in their schools what they need to achieve academic, social, and emotional success’ (The Leadership Academy 2021, 2). To accomplish this, school personnel need to be culturally responsive, a specific competence that enables them to be aware of their own cultural identity and opens them to new, perhaps culturally dissonant, ideas (Brown et al. 2022).

We must keep in mind, as is the case with countries such as Ireland and Spain, that the school may be the first place where children from diverse backgrounds face racist situations, both from teachers and peers (Ballestín González 2015; Kitching 2011). Schools should be safe, welcoming, and respectful environments for all students, where they learn to live together respect and value community differences. If educators fail to convey this, ‘many students will continue to be despondent, isolated, and marginalised by the institution whose role is to prepare them to participate fully in democratic society’ (Shields 2002, 214). According to Khalifa (2018), to have critical self-reflection, to be trained in culturally responsive teaching and curricula, creating culturally responsive environments and involving the community in school life are the four strands that can provide a flexible structure to promote CRL.

Ellison (2018) argues that cultural responsiveness is not an ‘add-on’ but is part of an ever-evolving orientation that begins in the principal’s office and, akin to other leadership competencies, must be cultivated through appropriate professional learning. However, Dimmock (2003) also cautions that a one-size-fits-all mode of professional learning can be, at times, ineffective, suggesting that professional learning provision needs to take cognisance of the participant’s knowledge and career stage. Thus, the support and training offered to aspiring leaders is necessarily different from that provided to experienced principals and those in early careers. In addition, the necessity to generate a culturally responsive school environment demands the provision of PD to the entire school community (Brown et al. 2022). This is different to that provided to school leaders but must be linked conceptually and, arguably, initiated and supported internally by the same leadership group.

Daniels, Hongdeghem, and Dochy (2019), whilst acknowledging the critical importance of PD in the identification, development and maintenance of school leaders at all levels, warn that research in this field ‘is still in its infancy’. They do, however, suggest that the broad principles of PD that will help enhance leadership practice while at the same time developing the next generation of leaders. These principles emphasise agility embeddedness, are contextually relevant although not context-bound (ibid) and can be summarised as follows:

- PD must take account of the individual biography of the school leader and acknowledge their prior learning and existing needs (Peterson 2002; Simkins 2012; Wright and Costa 2016).
- It must be embedded in context and focused on experiential learning (Gunter and Ribbins 2002; Samimi et al. 2022; Simkins 2012; Wright and Costa 2016) employing mentoring, peer support and structured reflection (Aas and Vavik 2015; MacBeath 2011).
- At its core must be the transfer of skills, knowledge and attitudes (Forde, McMahon, and Gronn 2013; Hambrick 2007).
- Networking and collegial consulting are essential (Brown et al. 2022; Harris, Azorín, and Jones 2021; Hulsbos, Evers, and Kessels 2016; O’Hara et al. 2020).
- It must be spread over time and regularly supported (Goldring, Preston, and Huff 2012; Gumus et al. 2018; Hallinger 2011).

Taking all of this into account, to fully understand how education systems in Ireland and Spain are seeking to empower school leaders to develop culturally responsive modes of thinking and practice, we must first consider how the overall school environment is evolving and explore how systemic and other challenges shape a wide range of responses.

Context of culturally responsive school leadership in Ireland

Sections 22 and 23 of the Education Act 1998 (Government of Ireland 1998) outline the responsibilities of school principals as to ‘be responsible for the creation, together with the board, parents of students and the teachers, of a school environment which is supportive of learning among the students and which promotes the professional development of the teachers’ (1998, 23).

Interestingly, the eligibility criteria for the post of school leader in Ireland includes registration as a teacher with the Teaching Council with 5 years of recognised teaching service (Department of Education and Sciences [DES] 2019), but does not have any PD requirement. King and Nihill 2019 maintain that

many teachers engage voluntarily in professional learning, but it is not a requirement for career advancement and the absence of any mandatory qualification for appointment to senior school leadership is an example of this lack of prioritisation of ongoing learning in the profession. (p.7)

Irish school leaders tend to emerge from the general teaching population through a structured, though somewhat informal, ‘ladder of leadership’. Beginning with subject leadership this ‘ladder’ sees individuals move through middle leadership positions, commonly termed Assistant Principals, to more senior leadership roles – Deputy Principal or Principal. Once an individual moves to a senior role they normally stay there for the rest of their career and quite often are removed from day to day teaching, focusing instead on administrative and other activities. In some schools, however, school leaders can be teachers with a reduced instructional load depending upon the size, location and stage of the school (Brown et al. 2021; Pont, Nusche, and Moorman 2008).

Returning to the comparative dearth of PD opportunities for Irish school leaders, in 2014 the Centre for School Leadership (CSL) was established with the collaboration of the Irish Primary Principals’ Network (IPPN), National Association of Principals and Deputy Principals (NAPD) and the Department of Education and Skills (DES) (CSL 2021). Along with CSL, the Joint Management Body (JMB) and the DES organise a wide range of both non-accredited and accredited PD programmes for school leaders. In addition to this many Irish Higher Education Institutions (HEIs) provide accredited postgraduate qualifications in the area of leadership, possession of such a qualification has become increasingly common, though still not mandatory for Irish school leaders (Higher Education Authority [HEA] 2020). For these accredited programmes participants bear the cost, although sometimes teachers may qualify for extra allowances upon graduation.

Importantly, while relatively comprehensive at a general level, most of the programmes offered focus on acquainting the school leaders with legislative and regulatory requirements, leading teaching and learning and management skills. As with many initial teacher education programmes in Ireland (Herzog-Punzenberger et al. 2020), despite an acknowledgement of ever-increasing and unprecedented cultural, ethnic, religious, linguistic and intellectual diversity in schools (OECD 2007), no course is specifically designed to cater to these emerging needs. In the initial teacher education degree programmes taught at several HEIs, cultural responsiveness and interculturalism appear as one of the themes of the modules, which may be the only formal input Irish teachers receive in these areas across their careers.

At the school level, leading learning, as already mentioned, is the legislative obligation of the school leaders; therefore, they are expected to manage the PD of their teachers. School leaders can nominate individual members or whole staff for some specific professional development activity often facilitated by support services (OECD 2007). This report on Improving School Leadership in Ireland (OECD 2007) notes the absence of a culturally diverse teaching profession as a challenge to the development of inclusion in schools.

Initial steps have been taken towards diversification of the teaching profession through the Marino Institute of Education; an example is the ‘Migrant Teachers Programme’ for teachers from immigrant backgrounds who hold international teaching qualifications (McDaid and Nowlan 2022) and the TOBAR project, which aims to recruit young of Travellers community of Ireland who aspire to be teachers (Colum and Brennan 2022). Although there is now an awareness of the need to diversify the teaching body to meet the needs of a more diverse student cohort (Keane and Heinz 2015), Khalifa, Gooden, and Davis (2016) argue that even when teachers share the same culture and socioeconomic status as students, it is still crucial that leaders ensure that they are culturally responsive. Hence, the need for PD programmes focused on raising cultural responsiveness is not lessened (Burns et al. 2019).

Finally, the Board of Management of each school is responsible for filling teaching posts, of which the recruitment process must adhere to agreed procedures (Department of Education, 2011) and legislation (Education Act, 1998), ensuring that only registered and qualified individuals are employed in schools. Within this, applicants follow a selection process to join the staff. It is also a requirement that teachers hired by Irish schools must be registered members of the Teaching Council (O’Doherty and Harford 2018). However, challenges may arise when the respective Board of Management lacks an understanding of the competencies necessary for culturally responsive teaching, raising concerns about the ability of newly recruited teachers to effectively handle the demands of culturally diverse classrooms.

Context of culturally responsive school leadership in Spain

School leaders in Spanish publicly funded schools are teachers who are democratically chosen by the School Council (SC) and appointed for four years. As with Ireland, some teaching hours are reduced while carrying the role of principal (Ritacco and Bolívar 2018). The SC comprises the leadership team, teachers, parents, administrative staff, students (in the case of secondary schools) and a town council representative. Arguably, this situation is unique in comparison to countries such as Ireland, where co-workers choose a colleague for the role of school principal. According to Pont, Nusche, and Moorman (2008, 119), ‘in Spain, principals are *primus inter pares* and return to the teaching profession once their four-year headship is finished’. The fact that the school principal has been raised to a position of authority temporarily has the advantage of collegiality among teachers. However, according to Ritacco and Bolívar (2018), principals’ autonomy and identity depend on how their colleagues accept them in their position of authority and recognise their decision-making capacity.

In terms of PD opportunities that are offered to school leaders, the Resolution of 30 November 2020 of the Directorate General for Teacher Training and Educational Innovation announced a training course on the development of the management function of the school leaders established in Article 134.1 of LOE. The candidates selected to become school leaders are not allowed into the post until they receive mandatory pre-service training.

The Royal Decree 894/2014 further specifies the characteristics of the initial training course, which is to be completed and developed by the Autonomous Communities. This pre-service course, at least in theory, aims to develop skills that are necessary to attain

and perform leadership roles in publicly funded schools. The law identifies leadership competencies as follows:

professional commitment, ability to motivate, ability to innovate and encourage pedagogical management and have communication skills. Good educational leaders develop a strategic vision for their institutions, act as role models for students, teachers, and non-teaching staff, and are the key to creating an effective and attractive environment conducive to learning and a suitable work climate. (RD 894/2014, p.2)

The focus here is on leadership for learning; however, paradoxically, the modules included in the initial school leadership training have a greater focus on management functions, except for Module V, which alludes to the quality of education provision.

In addition to this pre-service training, several in-service courses are organised, which are recommended by the Ministry of Education and implemented by the Autonomous Communities. The Teacher Training Centre (CEP) and the National Agency for Educational Technology and Teacher Development (INTEF) are two of the main teacher training programmes funded by the Spanish Ministry of Education. CEP and INTEF courses are in-service courses generally organised in response to national policies and European guidelines. These courses are not compulsory; however, they help teachers build their professional profile and improve their pedagogical competence.

The titles of the wide range of courses offered through the CEP (2021) suggest that the overall goal for some is inclusive schools; however, in the course description, diversity often connotes different abilities and not cultural diversity. Indeed, there is no evidence of a course directly focused on developing cultural responsiveness or enhancing awareness and receptivity of cultural and linguistic diversity in this CEP. In practice, the INTEF training programmes focus on 'STEM, Arts, Foreign Languages, Diversity and Special Needs with a commitment to promote innovation and make optimal use of ICT opportunities. Castaño-Muñoz et al. (2018) argue that it also aims to explore strategies to engage diverse learners in STEM classrooms by taking into account increasing cultural diversity.

As with Ireland, Spanish principals are also legally responsible for the management of the school. However, in publicly funded schools, unlike Ireland, they have limited autonomy to decide or suggest what PD courses teachers should participate in. Likewise, it should be noted that all educational staff in publicly funded schools are hired through a competitive and rigorous system of recruitment with specific requirements in terms of Spanish language proficiency and national requirements applicable to all public servants, in which principals are not involved (Cros et al. 2004). Therefore, the educational administration of each territory allocates certain human resources to each school based on student numbers. In this case, school leaders do not make any decisions about the competencies of teachers, and they do not have the legislative right to choose or dismiss teachers from their school. In essence, in Spanish schools, the school principal has little to no power and influence to recruit culturally competent teachers. However, the opposite occurs in private and charter schools, which constitute 33% of Spanish schools, where the selection of personnel is the school's responsibility (Ministry of Education and Professional Training 2022).

Materials and methods

Research design

This study employed a multisite case study approach and used semi-structured interviews as the primary research method. A case study is an empirical method that provides scope to investigate a contemporary phenomenon within its real-world context (Yin 2009). The multi-case study approach was specifically selected because it enables the researcher to get a thorough understanding and insight into the issue under study within and across cases (Punch 2005). In addition, the broad scope of interaction inherent in the case study format benefits both the researcher and the research audience (Marrelli 2007). According to Bassey (2007), case study design helps to generate sufficient data, thereby enabling the researcher to explore the various aspects of the phenomenon, create plausible interpretations, construct a worthwhile argument and relate it to previous research in a way that is convincing to an audience (p.143).

As a first stage, an extensive literature review was conducted to formulate and decide the questions for the semi-structured interviews of school leaders and teachers. The interview questions were sequenced and structured to maintain the research integrity and consistency in data collection. The probes and follow-up questions achieved active involvement of the respondents in the construction of data about their experiences. The pre-determined questions worked as a catalyst and guided the participants on what to talk about (Kallio et al. 2016). The researcher acted as ‘a listener in the interview process and acts to reduce any researcher bias’ according to Campbell (2015, 202).

Research sample

The research was carried out during the school year (2020 –2021) in secondary schools, dealing with an age group of 12–18 year olds in both Ireland and Spain. A total of eight schools were selected (5 in Ireland and 3 in Spain) to participate in the research. The purposeful sampling technique was used to choose the schools because purposeful sampling focuses on selecting information-rich cases whose study will illuminate the questions under study (Patton 2002, 273). Therefore, a key selection criterion was the presence of students with migration backgrounds in the school. Special care was taken to choose schools of various sizes because the size of the school population directly impacts the organisation of curriculum, deployment of staff, organisation of resources and facilities and relationships of personnel.

Finally, 20 participants were interviewed (17 teachers and 13 school leaders). The general characteristics of the selected schools and participants are shown in [Table 1](#).

Research procedures and data analysis

The main research question (‘What are the challenges and opportunities for CRL in Ireland and Spain with regard to professional development?’) guided the data collection and analysis procedures. In light of the literature review and research question, one overarching theme – professional development – was selected, and interview questions were grouped accordingly. Each theme was reviewed and subdivided into conceptual labels that provided codes for cross-case analysis ([Table 2](#)). The interview transcripts were analysed through manual coding using NVivo software.

Table 1. School profile characteristics.

Country	School Type	Ethos	Demographics	Student Enrolment	Teachers	Number of interviews
Ireland: School 1	Post-primary all girls	Catholic	Urban	Girls 583	39 teachers	<ul style="list-style-type: none"> • Principal • Deputy Principal • 2 Teachers (with SEN and EAL role) • 1 Teacher (Career and Guidance Counsellor)
Ireland: School 2	Post-primary co-educational	Catholic	Urban	Girls 265 Boys 314	50 teachers	<ul style="list-style-type: none"> • Principal • Deputy Principal • 2 classroom teachers
Ireland: School 3	Post-primary co-educational	Multi denominational	Urban	Girls 272 Boys 623	59 teachers	<ul style="list-style-type: none"> • Principal • Deputy Principal • TMM • Teacher with migration background
Ireland: School 4	Post-primary co-educational	Multi denominational	Urban	Girls 411 Boys 428	71 teachers	<ul style="list-style-type: none"> • Principal & Deputy Principal • 2 Teachers
Ireland: School 5	Post-primary co-educational	Catholic	Rural	Girls 394 Boys 418	71 teachers	<ul style="list-style-type: none"> • Principal & Deputy Principal • 2 Teachers
Spain: School 1	Secondary co-educational school	Secular and publicly-funded school	Urban	Girls 496 Boys 709	114 teachers	<ul style="list-style-type: none"> • Principal • TMM • Teacher (in charge of Coexistence Plan)
Spain: School 2	Secondary co-educational School	Secular and publicly-funded school	Urban	Girls 139 Boys 143	33 teachers	<ul style="list-style-type: none"> • Principal with migration background • Counsellor with teacher function • 2 classroom teachers
Spain: School 3	Secondary co-educational School	Secular and publicly-funded school	Urban	Girls 159 Boys 193	47 teachers	<ul style="list-style-type: none"> • Principal • TMM • Counsellor

Note: English as an additional language (EAL). Special educational needs (SEN). Teacher with middle management (TMM).

Table 2. Interview questions and conceptual labels for cross case analysis.

Themes	Interview Questions	Conceptual Labels
Professional Development	<p>T: Does your school leader suggest/nominate you to take part in training courses on cultural differences?</p> <p>T: Does the school leader guide you about how to deal with cultural differences in your school?</p> <p>P: Are there PD opportunities available for school leaders to acquire skills and competences required to promote culturally responsive environment in school?</p> <p>P: Have you attended or plan to attend any of these courses? Are there any barriers to your or your teachers' participation in PD courses that are specifically designed to enhance culturally responsive practices in schools?</p> <p>T: If nominated by your school leader, which PD courses have you or should you attend?</p> <p>T: Which PD courses would you like to attend in future? Why (not)?</p> <p>P: Do you encourage/nominate your teachers to attend PD courses focused on cultural responsivity?</p> <p>P: Do you regularly exchange views with other school leaders on how they deal with cultural differences in their school? Why (not)?</p> <p>T: As a teacher, do you feel sufficiently equipped to deal with the challenges that cultural diversity can bring to schools?</p> <p>T: Nominated by your school leader, the PD courses that you attended, did you find them helpful? Why (not)?</p> <p>T: Do you think this is necessary that your school leader should guide you how to deal with cultural differences in your school?</p> <p>P: Of what priority to you is your teachers attending training courses on topics related to cultural differences?</p> <p>P: If so, why and which ones do you attend and which ones should the teachers attend? How is the offer perceived and accepted by the teachers?</p>	<p>Opportunities and Challenges</p> <p>PD Preferences</p> <p>School leaders and teachers perceptions of PD</p> <p>Attitude towards PD opportunities</p>

Note: Professional Development (PD). Principal (P). Teacher (T).

With the interviewees' consent, the interviews were audio-recorded, and transcriptions were prepared for analysis. For ethical reasons, the identity of the participants was concealed, and the responses were anonymised using alphanumeric codes such as IES1P, SPS1P for Irish and Spanish school principals, respectively and IES1DP, SPS1DP for the deputy principals, and IES1T1, SPS1T1 etc. for the teachers.

Results

Our analysis focuses on identifying the challenges and opportunities that school leaders face in both Ireland and Spain to promote culturally responsive environments in their schools. Based on the four tenets of CRL (Khalifa 2018), culturally responsive PD of teachers and leaders can mark a step change toward success in a diverse school community. Therefore, the following section will draw on interviews with school leaders, teachers and counsellors in Ireland and Spain in order to highlight two key themes relating to the development of CRL and practices that emerged from the data. These are:

- (1) Professional Development of School Leadership
- (2) Facilitating Professional Development Opportunities for Teachers: The Role of School Leaders

Each of the themes will be explored from the perspective of the challenges and opportunities identified by respondents, and these ideas will be explored again in the final section of the paper.

Professional development for school leaders

We have chosen to examine the area of PD as it is seen in both jurisdictions as a potential vehicle for enhancing the capacity for schools and school leaders to address issues relating to cultural responsiveness at a classroom, school and community level.

The first insight to be drawn from the data is the fact that PD of principals in CRL is not easy to achieve, given the lack of training available in this area. However, some of the school leaders interviewed have participated in training related to cultural diversity or are aware of the existence of such courses. On the other hand, we found differences in access to the position of school leader between Spain and Ireland.

Challenges

As previously stated, in both Spain and Ireland, it is necessary to have been a teacher for five years before becoming a principal (IPPN 2015; LOMLOE 2020). In fact, in Ireland, it is the only prerequisite for appointment to principalship or any position of leadership in schools (DES 2019). In Spain, in addition, school leaders are required to undergo a mandatory training programme prior to taking up their role (RD 894/2014). It is a critically important gateway qualification for aspiring school leaders and, for this reason, is difficult to access. However, it is important to note that the content of this training is not related to the leadership of cultural diversity in schools.

There is compulsory initial training, which is offered by the Autonomous Communities, but there is a selection process based on a scale. It is very difficult to obtain this training, although, paradoxically, it is compulsory to be eligible to become a director. There is also an initial training offered by the INTEF [distance teacher training organisation, which depends directly on the Ministry of Education]. This is the one I did (SPS2P).

The majority of school principals interviewed in Spain acknowledge not having found leadership courses related to the inclusion of cultural diversity.

I have not yet seen anything about attention to diversity within leadership. There are specialised courses for teachers, but there are none really focused on cultural diversity for principals (SPS2P).

Honestly ... I haven't found a lot of training courses offered in this style [responding to cultural diversity] (SPS1P).

Furthermore, the results of the TALIS report (OCDE 2009) show that school leaders in Spain score below the rest of the countries in educational leadership and administrative leadership and that these leaders have a lower-than-average involvement in decision-making.

We are trained more as managers. They talk a lot about pedagogical leadership but ... they are the usual discourses: projects, collaborative work, cooperative work ... (SPS2P).

Bolívar (2010) argues that Spain is one of the countries where management teams have the least organisational, pedagogical and managerial skills. While efforts are currently

being made to increase their autonomy, the prevailing leadership culture is one that needs support in order to be able to address current and future challenges.

Irish school principals interviewed also stated that they attend a large number of PD but were unaware of the existence of training related to cultural differences in any of the various leadership programmes offered.

I am not aware, I haven't been offered any. That's not to say it's not there, because it could have been in an email somewhere that I didn't see (IES1P).

But if we hone down very specifically into inclusion, for developing multiculturalism in a school, there's nothing that I'm aware of (IES1DP).

Thus, there was a common perception that while important in theory, the PD offered to school leaders in Ireland and Spain does not emphasise CRL as an important area for school leaders and the practical realities facing many of them in diverse and diversifying schools.

Opportunities

Despite the challenges outlined, there are some indications that practice might change. For example, in Spain, the provision of training for leaders and teachers depended on the demand, according to perceived needs:

Right now, I don't see a lot of offers about it [cultural diversity] for principals. However, when I was in Algeciras [city with a high percentage of migrant population] there was a lot on offer. I think that these courses are adapted to the demands of teachers (SPS3P).

Irish respondents mention that this area is embedded in courses on related topics that they have attended or would like to attend.

I am unaware of any such culturally PD opportunity but a recent conference did take in cultural diversity in account but really under the framework of religion and ethics (IES3DP).

I have attended one, it was a long time ago now. So, I would like to attend one again as a refresher (IES3P1).

There's an Induction Programme for teachers, I'm on one of their workshops on inclusion ... there have been a lot of discourse between primary and post primary teachers around inclusion and, and, you know how to make sure that your classroom is an environment where everybody feels that they're welcome and nobody feels that they're different (IES1DP).

Interestingly, the issue of prioritisation was considered to be important in both countries. Two deputy principals from Ireland and Spain explained to us that training related to respecting and responding to multiculturalism is not a priority at the moment.

I am not doing any training in this area now, but not because I don't want to, but because there is not much training available in this area. The issue of cultural diversity was booming a few years ago and that's why teachers' colleges were offering these courses, but now it has taken a back seat (SPS2DP).

It's not a priority at the moment, because so many other things kind of takeover in terms of school life, you know. I suppose we have become nearly obsessed with the outcome of the education rather than the process and, they have taken over that's what we are inspected on that's what is a priority (IES3DP).

We can consider it an advantage that there is PD on cultural diversity and that, even so, this is not currently a priority for these deputies' principals of both countries since they consider that the presence of immigrant students in their schools is being well managed.

Facilitating professional development opportunities for teachers: the role school leaders

Regarding PD of teachers, in both countries, it is voluntary and self-regulated, and there is no co-ordination of in-service teacher training at the school level. However, if the school leader identifies training needs in teachers, he/she can suggest training courses (Ministry of Education 2010; OECD 2007), which is more common in Ireland than in Spain. In both cases, a predisposition on the part of teachers to be trained in cultural diversity was evident, although the availability of this sort of training was also perceived as being scarce.

Challenges

School leaders explained that the PD of teachers is a private matter for which principals have no responsibility in Spanish publicly funded schools. Moreover, it was stated that this information is anonymous, and principals cannot know what subjects their teachers are trained in.

I don't propose any training because this comes from a process of self-evaluation of the school [...]. There are different types of training: individual training, in-school training, workshops and working groups. [...]. We can advise but never force. Moreover, individual teacher training cannot and should not be controlled by us (SPS2P).

The Education Administration sends us a report informing us of how many teachers have been trained over the year. They don't give us names or surnames, but they tell us that there are teachers who have done 10 courses, others who have done 3 ... (SPS3P).

Some teachers and deputy principals interviewed in Spain suggest that school leaders should not have to guide participation in any kind of training.

I don't think you need anyone to guide you. I think that it must come from within (SPS3DP).

One of the challenges for CRL in Ireland, according to the results of the TALIS report (OCDE 2009), is that the average time spent on PD activities for Irish teachers was lower than the average for the countries involved in the study. However, most of the teachers and school principals interviewed expressed their interest in training courses. Teachers involved in this study also explained that the leaders of their schools invited them to participate in courses, but these are not always about cultural responsiveness.

No specifically on cultural diversity but, definitely, if there was one, and I know that management would promote any in-service course, would have sent me (IES1T3).

No, I've not been on a training about cultural responsibility but my principal and deputy principal have made me attend many programmes with the NCSE the National Council for special education (IES2T2).

Strikingly, there are also very few teachers who feel sufficiently prepared to face the challenges that cultural diversity implies for the schools in both countries.

No, that [training related to cultural diversity] hasn't been offered as PD activities, as teachers don't need this. But I do think the school will put in support if they feel there is a need for it. I do think from a teacher's perspective we are pretty well rehearsed in this area. Some teachers obviously more than others (IES2T1).

I don't think I need it. Because I have a lot of experience working as a teacher in schools with a high percentage of immigrant students. In addition, we teachers here share our experiences a lot in our free time and that makes us learn more (SPS3DP).

In line with the literature, the arguments that these teachers usually provide relate to a shortage of culturally diverse students or previous experience in schools with highly diverse populations. However, school practices with culturally diverse students who do not have a training background run the risk of being ineffective. Likewise, this general sense of the niche status of the area was also mentioned by an Irish Deputy Principal.

I think there would be a small minority who would have an interest in that [training on cultural responsivity]. I don't think it would be a widespread interest if I am honest. At the moment, there would only be a small minority that would avail of that opportunity (IES3DP).

Opportunities

As previously mentioned, the Education Act 1998 (Government of Ireland 1998), highlights the fact that teacher PD is the responsibility of leaders in Irish schools. Therefore, the PD of teachers requested by school leaders is usual in Irish schools, which provides an opportunity to foster culturally responsive training.

Our teachers attend the professional development courses we offer them. Everybody in this school: the director, the deputy director, the teachers, we are actually involved in professional development all the time (IES2P).

All training for teachers is a priority and so it's really important that they attend them, and to bring back that knowledge to the school, and to create an action within it. Because that's the challenge (IES3P).

Analysing the responses of Irish principals and teachers also shows that there is a local and systemic commitment to the idea of Professional learning in Ireland, as illustrated in the following comments:

Honestly, I'm not sure if these trainings exist. But yes, if they would send me I would be happy to go. I am interested in that area (IES3T2).

I think sometimes cultural diversity can be a sensitive subject, and it affects people's lives. So, the training needs to be done step by step so that people do feel comfortable (IES1T1).

I've never received any training [in cultural responsivity]. However, as it happens, on Saturday, I'm going to the guidance counsellors' conference ... they're going to have training in how to counsel students from a culturally diverse background. And that's what it's certainly something that does come up in my work in recent years. So, it's actually perfect timing (IES1T1).

Although responders acknowledge that they are not familiar with training related to cultural responsiveness, they are willing to attend if their principal asked them to do

so. Some teachers also referred to their initial teacher education programme as having elements of cultural awareness.

What we learned in college, in terms of inclusion and differentiation. I mean, in my college degree, it was always mentioned, it wasn't separated. There was a constant reminder that you will have students from many different ethnic migrant backgrounds, and in every level of our teaching, so there was a constant awareness of that (IES2T1).

One opportunity identified in Spain is that teachers are broadly responsible for their continuing PD. According to the TALIS report (OCDE 2009), the percentage of Spanish teachers attending PD activities was the highest compared to the OECD countries participating in the study, and the average number of hours spent on training was also higher than average. A Spanish counsellor and deputy principal with many years of experience said:

In our profession, there is always a need for further research, information and training. Every year you have to update yourself, in the field of cultural diversity as well as in other subjects (SPS2DP).

Most of the teachers interviewed in both countries were also willing to attend courses related to cultural diversity, as they acknowledged that they had little training on this topic.

I have not yet attended courses related to cultural diversity, but I think I should. I have not attended yet due to lack of time (SPS3T4).

Yes, I would like to attend because everything you can learn from other cultures will be useful for your training and to apply in your classes (SPS1T2).

I love learning new things. And I am always trying to be better. So, in that way, yes, I am equipped to meet the challenges that cultural diversity brings with it. But in terms of official training, I believe I need to learn more (IES1T1).

If the willingness to attend PD on the part of teachers is high, as we have seen in the responses of the participants in this study, the existence of training related to cultural diversity and the prioritisation of this area by school leaders would be essential to develop culturally responsive school environments.

Discussion and conclusions

The data presented above gives an overview of the complex situations facing school leaders in Ireland and Spain as they seek to address the reality of increasing diversity in their schools and classrooms. The argument being put forward by the authors integrates a culturally responsive school leadership approach focusing on the PD possibilities of school leaders to enhance cultural responsiveness in their schools. However, as with all comparative papers, there are points of similarity and points of divergence, and it is through an exploration of these that we might see a possible pathway for the fostering of CRL in Spain, Ireland and beyond.

Points of divergence

One of the most striking differences between the two systems is the manner in which school leaders are identified, selected, appointed and supported. In Spain, school

leaders are selected by peers for a limited period of time – usually four years – prior to their return to the classroom. This process ensures that his/her authority and capacity to do their job relies heavily on their relationship with their colleagues.

In practice, school leaders in Spain suggest that their function is more managerial than leadership (Gümüş, Arar, and Oplatka 2021). In fact, principals of publicly funded schools in Spain cannot make any decisions about the recruitment and retention of teachers in their schools. The different teacher recruitment policies applied in the two countries also constitute a point of divergence.

The process of becoming a principal in Ireland is more complex. School leaders are appointed through a competitive process that sees them removed from the general teaching population from the date of their appointment. Normally, they are separated from the day-to-day teaching functions of the school; therefore, they are – perhaps inevitably – seen as being a distinct group within the school community whose primary responsibilities set them apart. This differentiation arguably grows over time, and the fact that Irish school leaders tend to take on leadership roles for life perhaps exacerbates it. This makes it all the more interesting that there is no specific PD programme for them. They can be selected and continue in their position only by fulfilling the more general criteria. In reality, most school leaders undertake extensive PD both in preparation for and in the course of their period of leadership; however, the lack of a mandated set of qualifications does militate against attempts to implement system-wide changes.

In relation to the recruitment of teachers, principals in Ireland play a pivotal role in staff selection within their schools, adhering to established protocols as outlined by the Department of Education and Skills (DES 2011).

It is also primarily the principal's responsibility to ensure the quality of teaching. In this way, there is an opportunity for CRL in Irish schools because leaders have a higher involvement in decision-making (OCDE 2009).

If school systems are to become more responsive to an increasingly diverse student population, they will need to find a way of developing leadership approaches that are culturally responsive. A useful way to do this is through high-quality and widely available PD for school leaders. This approach could be rapidly implemented in at least one Spanish system structure: the mandatory pre-training programme for school principals. Nevertheless, the data presented here suggests that while some undertook training that might be identified as being culturally responsive, this appears to have been less widely available in recent years.

In Ireland, the lack of a centrally mandated school leadership programme means that the capacity to introduce training in the area of CRL is necessarily constrained. Indeed, while a number of providers in HE and other PD contexts explicitly refer to training that seeks to address issues of diversity, the fact remains that this was not the experience of the respondents in this research.

A separate, though linked, point of divergence can be seen with regard to the professional support and development of the general teaching population. While both systems recognise the importance of supporting teachers in their development, they have different approaches to how this is done. In an Irish context, school leaders can suggest and, in certain cases, mandate that teachers attend courses, whereas Spanish leaders have no responsibility in this respect. While this has the potential to have a significant impact on CRL development, it will not be effective without the parallel development of school communities suffused by and committed to cultural responsiveness as a concept and a mode of operation.

Points of similarity

Perhaps the greatest point of similarity between the Irish and Spanish education systems is the recognition of the increasingly diverse nature of society. As we have seen, this awareness is being translated at an official level into statements of intent that are, at times, linked to programmes of support, training and development in both jurisdictions.

Additionally, it can be seen how this awareness is being identified as a part of PD to be offered to school leaders. Respondents in both countries indicated that they had received some training that identified with cultural responsiveness in the past, and it is true that the curricula of initial teacher preparation programmes are considerably similar in most developed countries (Buchberger et al. 2000). However, the nature of the changing social and schools context would suggest that there is scope for reviving these aspects of PD. Furthermore, many respondents indicated an interest in pursuing work in this area, but there was a general dearth of knowledge on how to do so. It is important that PD providers, whether state or private, facilitate the dissemination of support in key areas of educational provision.

As a final point of similarity, both Spain and Ireland have considerable general though differently structured supports for emerging and experienced school leaders. Both countries have extensive support and PD programmes. The challenge here for both systems is that the very number of programmes means that the capacity to introduce a single concept, such as cultural responsiveness, is more complex than might be the case in systems with fewer PD offerings and more centralisation.

Conclusions and points of departure

As has been shown, the central argument made in this paper is that school systems need to take account of the reality of diversity and, having done so, need to provide structured and targeted professional learning opportunities for school leaders in order to allow them to support their school communities in reconceptualising their practice.

Drawing on the experiences of school leaders in both Ireland and Spain has highlighted the lived reality of school leadership in a time of increasing diversity and to consider how culturally responsive practices are already experienced. The reality is that, despite the interest in and general support for the concept of cultural responsiveness, systemic and other barriers mean that it has not penetrated widely into school communities.

To address this lacuna, the authors would suggest that the professional development and support offered to school leaders need to include specific references to key elements of cultural responsibility. This will be challenging as both systems have complex approaches to identifying, appointing and supporting school leaders. In addition, there would need to be a 'buy in' of other key stakeholding groups – including parents, students, school administrators, and policymakers – to any mode of training and support that explicitly acknowledges the importance of culture and cultural diversity.

It is this latter point that offers a potential point of departure for further investigation. The extraordinary global upheaval caused by the COVID pandemic and the arrival of significant numbers of Ukrainian refugees has placed an inordinate strain on the social and school fabric of both jurisdictions. One element of the impact on schools has been the recognition of the importance of community links and the centrality of school leadership in maintaining them (Brown et al. 2022). In addition, it has raised awareness that schools are, by definition, heterogeneous places of learning made up of pupils with a wide range

of different abilities and backgrounds and, therefore, different ways of learning. The importance of stakeholder participation in many formal structures (Brown et al. 2021; Brown et al. 2021; Faddar et al. 2021) to address the challenges of educating children in a twenty-first-century learning environment has also been highlighted. Finally, it is perhaps worth exploring how the voice of those who emerge from and represent our polities might be brought into the formal structures of school leadership preparation, PD and support to enhance the relevance and impact of these practices in order to be culturally and inclusively inclusive for all.

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