

Learning to Teach in post-devolution UK

This briefing reports on a scoping study of the structures and processes in place to support Initial Teacher Education (ITE), induction and early professional development in England, Northern Ireland, Scotland and Wales, and carried out from August 2006 to August 2007. The objectives of the scoping study were to provide a descriptive map of current policy and practice in the four countries of the United Kingdom and to identify transnational policy trends through identifying some of the similarities and differences.

- Teacher education and development policies in all four UK jurisdictions are moving towards integrated professional development frameworks based on 'standards' or their equivalent. → Policies on teacher education and development across the UK appear to be strongly influenced by supra-national trends.
- While there are surface similarities between these frameworks, there are also significant differences, for example in the relative attention afforded to social and moral values. → The ways in which teaching and learning are defined within each nation appear to be the result of an accommodation between supra-national trends and national contexts, histories and cultures.
- There are major differences between the administrative structures and institutional arrangements for teacher education in the four jurisdictions. → The policy-making and policy implementation processes in each national context demonstrate different levels of engagement from the various key stakeholders.

The research

Teacher education across the UK: some similarities and differences

A review of arrangements for teacher education in the countries of the UK reveals several apparent similarities. In all four countries, initial teacher education (or training, as it is persistently called in England) draws on a competence framework. Across the UK, 'professional standards' (England and Wales), 'benchmarks' or 'elements of the Standard' (Scotland) or 'competence statements' (Northern Ireland) are in operation. In all four countries the standards broadly address professional values, attributes and practice; professional knowledge and understanding; and professional skills and abilities. There are similar minimum entrance qualifications, school placement periods and requirements for Career Entry and Development Profiles.

The UK's policy direction in teacher education and development appears to be influenced by a general international movement towards integrated professional development frameworks. In all four countries there is a concern with extending professional learning into the first years of practice. There is a shared concern with promoting more continuous lifelong learning and tackling the problem of 'reactive' and 'episodic' CPD provision (GTCNI, 2005). The problem of widening access to the teaching profession is also a recurrent theme and is associated with the development of part-time and flexible entry routes. This change has occurred even though the concern with teacher supply that contributed to the development of a diversity of providers and routes in England is not shared in Wales or Northern Ireland, where over-capacity has been identified as an issue. In Northern Ireland the Taylor Report of 2004 proposed rationalisation of ITE providers and a review of teacher training provision was launched in May 2008 by the Assembly's Committee for Employment and Learning. In Wales the Furlong Review of Initial Teacher Training Provision (2006) is leading to a major institutional reshaping of initial teacher training. Despite these surface similarities, it is an interesting paradox that the movement of teachers across intra-UK borders can sometimes seem to be more difficult than across international European borders. This concern prompted cross-national research conducted by the NFER for the General Teaching Councils' Five Nations Group into the mutual recognition of teaching qualifications (2006).

With regard to governance, in England the Training and Development Agency for Schools (TDA) oversees the provision of initial teacher training on behalf of the Secretary of State and has a statutory

Table 1: Governance and regulation of teacher education

England	Northern Ireland	Scotland	Wales
Department for Children, Schools and Families	Department of Education (DENI)	GTC for Scotland (est. 1965)	Department for Education, Lifelong Learning and Skills
Training and Development Agency (TDA)	GTC for Northern Ireland	The Scottish Government	Welsh Assembly Government
Ofsted	Education and Training Inspectorate (ETI)	HMIe	Estyn
GTC for England	Education and Library Boards (ELBs)		GTC for Wales
	Curriculum Advisory and Support Services (CASS)		

function to accredit and fund providers of ITT. In Wales, the Department for Education Lifelong Learning and Skills is responsible for advising and implementing Welsh Assembly Government policy, whereas accreditation, funding and allocations rest with the Higher Education Funding Council for Wales. In Scotland the General Teaching Council accredits ITE on behalf of the Scottish Government and formal responsibility for funding and allocations is with the Scottish Funding Council for Further and Higher Education. There are several different bodies involved in the different stages of professional development for teachers in Northern Ireland (see Table 1), although a Review of Public Administration (2005) suggested concentrating control within a single Education Authority in Northern Ireland. It is noticeable that the GTC England has very little locus within ITT, although its web site states: 'The GTC is the awarding body for QTS in England' (<http://www.gtce.org.uk/>). Similarly in Wales the GTCW notes: 'We also determine the award of Qualified Teacher Status' (<http://www.gtcw.org.uk/about.html>).

Students on initial teacher training (ITT) courses are not at present required to register with the GTC England. From 1 September 2008 there will be a requirement for students on ITT courses to be provisionally registered with the GTC before commencing their course.

A closer reading of policy documents reveals significant points of divergence even when the language and direction of policy seems similar. Across the UK there

is a strong focus on the development of practical teaching skills. But the extent to which the professional standards also encourage critical reflection – thinking as well as doing (Maguire, 2006), and ethics and values as well as performance – varies. The documents produced outside England make explicit reference to the 'wider community' (Wales), 'community' (Northern Ireland) or the 'community served by the school' (Scotland) and require critical consideration of the nature and purposes of education. The most recent English document defining the achievement of Qualified Teacher Status in England excludes an explicit statement about values, apparently as a result of concern expressed by at least one of the professional associations. The Scottish and Northern Irish documents make reference to engagement with educational research, whilst the English standards for ITE refer to a 'constructively critical approach towards innovation.' In England, only Excellent and Advanced Skills Teachers are expected to 'research and evaluate innovative curricular practices and draw on research outcomes...to inform their own practice and that of colleagues' (TDA, 2007: 27; see also Menter *et al*, 2006).

Diversification and partnership, with schools, communities and the private sector, mean different things in different contexts. In Scotland, diversification of provision is used to refer to the expansion of specialisms and some part-time provision, rather than to different types of providers. The teacher education inspection regimes of Estyn (Wales) and HMIe (Scotland) appear lighter and less

Table 2: Mentoring arrangements for Initial Teacher Education

England	Wales	Scotland	Northern Ireland
Partner school within school-university teacher education networks receive payment for placement responsibilities.		Mentoring in initial teacher education not funded. Pilot Mentor Teacher Initiative (1992-94) withdrawn in 1995.	'Tutor-teachers' not funded for mentoring role; no 'ring fenced' time for mentoring duties.

interventionist than those experienced in England and in Wales. Similarly, there is greater attention to values in the professional development frameworks of Northern Ireland and Scotland. Wide consultation with the profession has been a consistent feature of policy-making in Scotland and is currently becoming more evident in policy development in Wales and Northern Ireland.

A movement towards school-based provision in teacher education has been resisted outside England and Wales. The extended roles and responsibilities involved in delivering initial teacher education in England were rejected by teachers in Northern Ireland and Scotland because of concerns over workload and support and over the extension of accountability. A pilot mentoring project ran in Scotland in the 1990s, and although positively evaluated, was dropped before it could be adopted nationally (see McIntyre, 2006; Smith *et al* 2006). Scottish ITE is still firmly based in higher education institutions. However, there is a pilot programme at the University of Aberdeen, *Scottish Teachers for a New Era*, based on *Teachers for a New Era* in the United States, in which one of the aims is to draw school staff much more fully into the mentoring and assessment processes (see Livingston and Colucci-Gray, 2006). In Northern Ireland, in contrast to the approach in England and Wales (see Table 2), partnership arrangements in ITE are voluntary and non-contractual and there is no transfer of funds to schools (Moran, 2007).

Professional Standards frameworks across the UK

Of the four parts of the UK, Northern Ireland pioneered the formation of integrated competences. Arrangements for Early Professional Development have been in place in Northern Ireland since 1998. Initial teacher education (led by higher education institutions) is followed by a one-year induction period, led by Education and Library Boards (equivalent to LEAs) and Curriculum Advisory and Support Services (CASS). This is followed by a further two years of Early

Major implications

Across jurisdictions within the UK there are moves towards more coordinated or 'joined up' policies for the provision of services for children and families. In the future, learning to teach in the post-devolution UK will involve greater collaboration between sectors of education and between professionals in education-related work. This 'edu-care' agenda has clear implications for teacher education across the UK. In Scotland, Christie and Menmuir (2003) have proposed a common standards framework for initial teacher education, health and social care. Developments in Northern Ireland and Scotland are moving towards the inclusion of opportunities for shared modules with social work and community education programmes in teacher preparation courses (Forbes, 2007).

The trend towards convergence is further promoted at a supranational level by the European Union (EU), the Organisation for Economic Cooperation and Development (OECD) and the United Nations Educational, Scientific and Cultural Organisation (UNESCO). *Schooling for Tomorrow* (OECD, 2005) and *Attracting, Developing and Retaining Effective Teachers* (OECD, 2006) provide two examples of international policy sharing in teacher education.

Pressures for convergence are evident in the creation of a common language of education, recognition of mutual qualifications (NFER, 2006), systems to regulate cross-border mobility of teachers and the search for comparability via international benchmarks and quantifiable performance indicators such as PISA and IEA (Novoa and Yariv-Marshall, 2003). Further divergence in policy and practice in teacher education is constrained by intra-UK, European and globalising trends towards 'harmonisation' or 'standardisation' and in particular by national responses to a putative 'global knowledge economy'.

But whilst policies within the UK are influenced by awareness of EU and global agendas, this scoping study suggests that that the UK policy community remains important in explaining the enactment of local policy settlements. Possibilities for divergence after devolution continue to be influenced by the particular social, political and cultural legacies of each component country within the UK, as the distinctive inflections contained within apparently similar administrative frameworks seem to show. The pattern that has emerged since devolution seems to be one in which the English context is increasingly distinct from the other three jurisdictions.

Professional Development, led by schools. However, there are several differences between provision in Northern Ireland and other parts of the UK. Induction is not statutory and (unlike Wales) Early Professional Learning is not an entitlement. As mentioned above, partnership arrangements with schools are voluntary and do not involve any transfer of funds (Moran, 2007). The induction year was introduced in England in 1999 and became mandatory in Wales in 2003. In Scotland achievement of the *Standard for Full Registration* (SFR), published in 2002, is supported by a guaranteed one-year salaried 'training post' (0.7 FTE with 0.3 FTE for professional development), with an experienced colleague receiving 0.1 remission to undertake a mentoring role.

Much attention in all four jurisdictions is currently focused on promoting career-long professional learning (see

Table 3). The Professional Development Framework in Northern Ireland has five developmental 'milestones' and GTC Wales has recommended a Framework with five similar milestones. In England the framework for professional standards for teachers also identifies five career stages (DfES, 2006) and in addition, the 'Chartered London Teacher' (CLT) was introduced in September 2004.

In Scotland, the so-called 'McCrone agreement' of 2001 (officially called *A Teaching Profession for the 21st Century*) sought to address the 'hierarchical nature of teacher culture in Scotland' (MacDonald, 2004:414) by simplifying and flattening the career structure to afford greater opportunities for non-promoted teachers. This has seen a reduction in promoted (middle management) posts in secondary schools and the introduction of a contractual commitment to thirty-five hours of CPD each year for serving teachers. The grade or status (rather than 'post') of Chartered Teacher (CT) was introduced in 2002 to provide an opportunity for salary increments without management responsibilities for those teachers who choose to 'stay within the classroom' (O'Brien and Hunt, 2005; Connolly and McMahon, 2007). The Chartered Teacher Programme is open to all teachers who have reached the top of the main grade teachers' pay scale and who have maintained a CPD portfolio. In contrast, the Welsh Chartered Teacher Programme piloted from September 2007 for middle leaders and expert practitioners is not accompanied by pay increments.

Table 3: Professional Development Frameworks across the UK

England	Northern Ireland	Scotland	Wales
Qualified Teacher Status	Initial Teacher Education	Initial Registration	Qualified Teacher Status
Induction	Induction	Induction/Full Registration	Induction
Post-threshold teachers	Early professional development (EPD)	Chartered Teacher	Middle Leader
Excellent Teachers	Chartered Teacher	Scottish Qualification for Headship	Chartered Teacher
Advanced Skills Teachers	Advanced Chartered Teacher		Senior Leader/Headship

Further information

Project publications

Hulme, M. and Menter, I. (2008) 'Learning to teach in post-devolution UK: a technical or an ethical process?', *Southern African Review of Education*, 14, 1-2, 43-64.

Menter, I. and Hulme, M. (forthcoming, 2008) 'Is small beautiful?: policy making in teacher education in Scotland', *Teachers and Teaching*

Papers presented at project seminars are available on the project website (details below).

Policy documents relating to teachers' professional learning can be found on the following websites:

The Professional Standards for Teachers (2007) are available from the Training and Development Agency for Schools (TDA):

<http://www.tda.gov.uk/>

General Teaching Council for England:

<http://www.gtce.org.uk/>

Teaching Competences: Teaching, the Reflective Profession (2007) is available from the General Teaching Council for Northern Ireland:

<http://www.gtcni.org.uk/>

The Standard for Initial Teacher Education (SITE), Full Registration (SFR) and Chartered Teacher are available from the General Teaching Council for Scotland

<http://www.gtcs.org.uk/Home/home.asp>

A Professional Development Framework for Teachers in Wales (2006) is available from the General Teaching Council for Wales:

<http://www.gtcw.org.uk/>

For a research report on the standards and routes to teaching qualifications in England, Northern Ireland, the Republic of Ireland, Scotland and Wales see:

Filmer-Sankey, C., Pye, D., Kerr, K., Nicholas, J., Whitby, K., Murphy, C. and Powell, R. (2006). Cross-Nation Research into Mutual Recognition of Teaching Qualifications. Final Report [online]. Available:

http://www.gtce.org.uk/shared/contentlibs/107419/104518/cross_nation_rpt.pdf

Project website:

Further information, including seminar papers and a comparison of provision in all four jurisdictions of the UK, can be found on the project website: <http://www.learningtoteach.org/>

Project contact:

Professor Ian Menter
i.menter@educ.gla.ac.uk
+44 (0)141 330 3480
Faculty of Education, University of Glasgow, St Andrew's Building, 11 Eldon Street, Glasgow G3 6NH

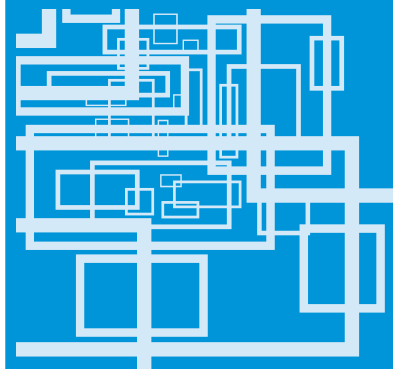
Project team:

Dr. Martin Jephcote, Cardiff University
Professor Pat Mahony, Roehampton University
Professor Ian Menter, University of Glasgow
Professor Anne Moran, University of Ulster
Dr. Moira Hulme, University of Glasgow

The warrant

The study was carried out by a cross-national team of researchers who led a series of seminars in each of the four countries of the UK. Each seminar provided an in-country analysis of the current system for early professional development. In addition, a review of key policy texts shaping teacher education in England, Northern Ireland, Scotland and Wales was conducted to explicate emerging points of divergence and similarity. This approach was based on earlier work on policy and practice in England and Scotland (Menter et al, 2006). Policy texts from 1998 outlining the statutory requirements of the national framework for teacher education in each of the four devolved contexts were reviewed. Key policy documents were drawn from the English Training and Development Agency (TDA), the Department for Education, Lifelong Learning and Skills (DELLS, formed April 2006) of the National Assembly for Wales (NAW), the General Teaching Council Scotland (GTCS) and Scottish Executive Education Department (SEED) (now The Scottish Government), and the Department of Education, Northern Ireland (DENI). Policies for the governance and quality assurance of provision were also considered in order to reveal patterns of accountability across the UK. The quality of initial teacher education programmes is inspected by the Office for Standards in Education (Ofsted) in England, Estyn in Wales (the office of Her Majesty's Inspectorate for Education and Training), Her Majesty's Inspectorate of Education (HMIE) in Scotland and the Education and Training Inspectorate (ETI) in Northern Ireland.

Teaching and Learning Research Programme



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Learning: TLRP's overarching aim is to improve outcomes for learners of all ages in teaching and learning contexts across the UK.

Outcomes: TLRP studies a broad range of learning outcomes, including the acquisition of skill, understanding, knowledge and qualifications and the development of attitudes, values and identities relevant to a learning society.

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TLRP Directors' Team
Professor Andrew Pollard | London
Professor Richard Noss | London
Professor Miriam David | London
Professor Alan Brown | Warwick
Professor Mary James | London

TLRP Programme Office
Sarah Douglas | sarah.douglas@ioe.ac.uk
James O'Toole | j.o'toole@ioe.ac.uk
tlrp@ioe.ac.uk

TLRP
Institute of Education
University of London
20 Bedford Way
London WC1H 0AL
UK

Tel +44 (0)20 7911 5577



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