

THE ROLE AND CONTRIBUTION OF HIGHER EDUCATION IN CONTEMPORARY TEACHER EDUCATION

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The Scottish Government has identified education as a crucially important contribution to the development of a more socially justice and economically productive society. Schools of Education in Scotland's universities are uniquely placed to provide the high quality teaching force and world class educational research that such an ambition demands. The Scottish Council of Deans of Education represents Scotland's Schools of Education and offers this paper as a statement of intent for one of the ways in how we intend to play our part in the development of Scottish society.

Teaching Scotland's Future published in 2011 called for University Schools of Education to work with a range of partners to facilitate the development of enquiring and transformative professionals able to meet challenges produced by the complexities of education in the twenty-first century. The Scottish Government has enabled this process over the past six years by supporting the formation of university and local authority partnerships. These partnerships across Scotland are excellent examples of collaboration envisaged by *Teaching Scotland's Future* at strategic and operational levels.

We are mindful that teacher education in Scotland is now on the cusp of profound and far-reaching change. In part, change is being prompted by concerns about shortages in key areas in the teaching workforce and a need to offer more flexible routes into teaching. In the move to diversify routes into teaching, to respond to gaps in the workforce, it is all the more important to progress developments based on firm evidence. The Council's priority is to retain quality and not compromise on standards or indeed the professional status of teachers in Scotland. The contribution of higher education to contemporary teacher education is crucially important if Scotland is to continue to produce teachers for the twenty-first century who are effective, critical, reflective and transformative teachers.

The Council commissioned Professor Ian Menter, Emeritus Professor, University of Oxford to draw on lessons from other parts of the UK and across the world about the contribution of universities to teacher education. His report concludes that simplistic and potentially expedient models without robust theory and critical reflection on evidence will not lift the quality of teachers in Scottish schools. He further concludes that universities can make an important contribution to address everyday issues of educational disadvantage in Scotland's schools by ensuring innovation and improvement is informed by research as well as high quality teaching. We offer this report to the Scottish Government and all interested in retaining the highest quality of teacher education as a discussion piece as we jointly address issues of standards, equity, increasing diversity in the teacher workforce as well as addressing gaps in teacher supply



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BIOGRAPHY



Ian Menter is a Fellow of the Academy of Social Sciences in the UK and was President of the British Educational Research Association, 2013-15. He is Emeritus Professor of Teacher Education at the University of Oxford and was formerly the Director of Professional Programmes in the Department of Education at the University.

He previously worked at the Universities of Glasgow, the West of Scotland, London Metropolitan, the West of England and Gloucestershire. Before that he was a primary school teacher in Bristol, England. He is now a Visiting Professor at four UK universities and one in Australia.

He was President of the Scottish Educational Research Association (SERA) from 2005-2007 and was a member of the steering group for the BERA/RSA Inquiry into Research and Teacher Education. He led the team at the University of Glasgow that carried out a literature review for the Review of Teacher Education in Scotland by Graham Donaldson. Among his current commitments he is acting as academic adviser to a project on the reform of teacher education in Russia, based at Kazan Federal University.

His publications include many journal articles on teacher education and education policy and chapters in numerous books, as well as co-authoring several complete books, including *A Guide to Practitioner Research in Education*. He is currently editing a series of books entitled *Critical Guides for Teacher Educators*.

I. J. Menter

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THE PURPOSE OF THIS PAPER IS:

To examine the role and contribution of higher education in contemporary teacher education. The paper will draw on international practices and research and will relate the analysis of these insights to the current Scottish context and to the developments that have occurred since the publication of Teaching Scotland's Future ('The Donaldson Report').

EXECUTIVE SUMMARY

- This paper seeks to examine the role and contribution of higher education in contemporary teacher education. The paper examines international practices and research and relates the analysis of these insights to the current Scottish context and to the developments that have occurred since the publication of *Teaching Scotland's Future* ('The Donaldson Report').
- At the outset, the view of the teacher expressed by Donaldson is noted as being one that emphasises the professional dimensions of teaching and the complexity of the work undertaken.
- A historical review of the development of initial teacher education (ITE) in the UK and beyond notes the increasing involvement of universities during the twentieth century, but also the tensions that have emerged in many contexts in establishing education as a core element of university provision.
- Philosophical analyses have set out the multiple forms of knowledge involved in becoming a teacher and provide a strong argument for beginning teachers to have access to higher education resources during their preparation for the profession.
- Research carried out in the UK, USA, Australia and elsewhere strongly supports the view that high quality teaching is underpinned by a research-based approach to professional learning. The most effective approaches to ITE have been those that seek to integrate theory and practice in professional learning, through forms of clinical practice and concepts such as 'practical theorising'.
- Policy developments around the world demonstrate two tendencies, one to increase the input and involvement of higher education ('the university turn'), the other to reduce that contribution and to emphasise the importance of practical experience in school ('the practical turn'). Across the globe, the former tends to be associated with high performing education systems.
- This section of the paper concludes by setting out eight elements of the university contribution to initial teacher education.
- In turning to consider the Scottish context, it is noted that there has been a continuing commitment to the centrality of higher education involvement, especially by contrast with the situation in England. However, there has been some difficulty in establishing strong partnerships between higher education, schools and local authorities. This was identified in a series of reviews, most recently in the Donaldson report, which recognised this but also called for an even stronger contribution from the university sector.
- There have been several initiatives from universities and local authorities that have sought to introduce more integrated approaches to teacher education. Most recently, the proposals drawn up by providers and adopted by Scottish Government all seek to introduce more diversity into provision but also maintain the critical input of the university sector.
- The paper concludes that Scottish teacher education has many facets that may be acclaimed and that in looking ahead it is crucial to maintain the significant involvement of universities in all provision. This in order to ensure that teachers in Scotland are equipped to face the challenges of the twenty-first century and to play their part in the continuing development of civic culture and in challenging educational disadvantage.

1. INTRODUCTION

To insist on the importance of universities' involvement in the preparation of teachers is neither to insist on the *status quo* nor to diminish the importance of schools in the process. Clearly that involvement is properly fundamental and extensive, and the recognition that schoolteachers and university tutors meet on this ground as equals, with different and complementary forms of understanding and expertise, is the basis for honest and successful cooperation and partnership.

(Furlong and Smith 1996:3)

In the extensive literature review commissioned by Graham Donaldson when he was undertaking his review of teacher education in Scotland, it was suggested that there were four 'paradigms' of teaching that underpinned much of the published material from research and policy, as follows:

- The effective teacher
- The reflective teacher
- The enquiring teacher
- The transformative teacher

(Menter et al, 2010)

When Donaldson's report, *Teaching Scotland's Future*, was published in 2011, the model of teaching upon which he built his analysis and recommendations fell very clearly within the fourth of these paradigms, although incorporating aspects of all four. He described teachers in the report:

... as reflective, accomplished and enquiring professionals who have the capacity to engage fully with the complexities of education and to be key actors in shaping and leading educational change.

(Donaldson, 2011:4)

The purpose of the current paper is to analyse the contribution made by universities to the processes which lead to the creation of this extended form of professionalism for teachers.

The paper commences with a consideration of the nature of this contribution, both over time and around the world. It is a matter that has been much debated and discussed, in many contexts and at many times. The philosophical underpinnings of the debates are examined followed by a review of more empirically based investigations. We then consider some of the contemporary forms that the higher education contribution is taking and some of the evidence about the benefits or otherwise of this contribution.

In the later part of the paper there is more specific consideration of the Scottish context. Again an historical perspective is offered initially, before considering the contemporary manifestations of these issues within Scottish education. The paper concludes with some suggestions about ways forward which may support the continuing progress of teaching as a profession which contributes significantly to the development of individuals and of the wider society.

2. THE ROLE OF HIGHER EDUCATION IN INITIAL TEACHER EDUCATION - AN INTERNATIONAL OVERVIEW

2.1 HISTORICAL PERSPECTIVES

In a discussion of the role of universities in teacher education, the philosopher Richard Pring quotes from J. S. Mill's inaugural lecture at St Andrews in 1867:

There is a tolerably general agreement about what a university is not. It is not a place of professional education. Universities are not intended to teach the knowledge required to fit men (*sic*) for some special mode of gaining their livelihood. Their objective is not to make skilful lawyers, or physicians or engineers, but capable and cultivated human beings. (Pring, 1996: 15)

Such a view may well be consistent with the Scottish tradition of 'the democratic intellect', as outlined by George Davie (1961; 1986), to which we shall return later. However, the wider world, as well as the wider role and function of universities, have changed greatly since the nineteenth century. There has been a massive expansion of higher education and there has been a great diversification of the programmes of study therein. Indeed the roots of university based teacher education in the UK do actually go back to the Cross Commission of 1888 and even in the nineteenth century, the University of Oxford offered training provision for teachers through its Day Training College (Furlong, 2013).

Indeed more recent discussions of the place of universities in society, as with Mill, still frequently emphasise the humanising element of a university education as being extremely important but also acknowledge the social and economic function of the institutions (Collini, 2012 ; Nixon, 2011). This includes playing a major part in the education of people entering the professions. While few have ever challenged the role of the university in supporting the education of doctors, lawyers or engineers, the occupational preparation of teachers, social workers and nurses within higher education has a more erratic history during the twentieth century and continues to be contested in some quarters.

Histories of teacher education published in the 1970s in both Scotland (Cruickshank, 1974) and England (Dent, 1977), trace the steady professionalisation of teaching and note the developing role of higher education in teacher preparation. During much of the twentieth century, the higher education element, especially for those preparing for teaching in the elementary or primary sectors, was provided by Colleges of Education. University departments of education (UDEs) however, played a growing role in the preparation of teachers for the secondary school sector and also in supporting some aspects of professional development for serving teachers, as well as providing a base for some of the most significant educational research.

The idea of 'partnership' started to emerge as a key concept in teacher education during the latter part of the twentieth century as it was increasingly recognised that effective teacher education was dependent on close and effective interaction between the two major sites of learning for beginning teachers - the school and the academy. Historians such as Wendy Robinson have shown how, in fact, from the very early days of teacher education, the 'power to teach' depended as much on experiential learning as on knowing and understanding educational theory (Robinson, 2004). The sociologist Margaret Wilkin explored the dialectical interaction between the two sites and exposed some of the ideological tensions that could be identified in this relationship (Wilkin, 1996).

Indeed there have been very real struggles to maintain and develop the contribution of the university during this more recent period and UDEs have often struggled to maintain their position as a full member of the university community. This has been the case in the USA where Labaree has talked about '*The Trouble with Ed Schools*' (Labaree, 2004), as well as in England, where the university contribution was subject to sustained

attacks from right wing think tanks during the 1980s and was then picked up by a number of politicians, including Secretaries of State for Education, perhaps most notably Kenneth Clarke in the early 1990s and Michael Gove in the first part of the current decade. Clarke talked about 'barmy theory' being promulgated by universities and Gove infamously talked about 'The Blob', of which university departments of education were a leading element. Gove also pushed for an apprenticeship approach to teacher education and for the marginalisation of the HE contribution (Murray and Mutton, 2016).

More considered analyses of the contribution of the university and of the need for an effective and creative balance in the partnership between schools and universities have also been offered over the same period. Important among these have been collections edited by Furlong and Smith (1996) and most recently an assemblage of views from many different countries entitled '*Do universities have a role in the education and training of teachers?*' This collection edited by Bob Moon (2016) draws on experiences in twelve different nations, some advanced and some developing, and shows how the university contribution in all settings is a crucial one. However his overview also notes the 'fragile, even febrile, position of teacher education within the university' (Moon, 2016: 253). He draws five themes from the work reported in the book:

- orientation towards the practical;
- research-focused pre-service training;
- responsibilities around disadvantage in schools;
- active involvement in professional development; and
- alternative routes into teaching.

All of these themes have relevance to the discussion here and will be referred to later. Suffice it to say now that Moon calls for much greater commitment and imagination from the university sector to ensure that universities play a full part in teachers' professional communities of practice and that they seek to broaden the base of the contribution so that it addresses all of these themes.

There are two other themes that have emerged strongly in the more recent past within the contexts of Europe and the UK. The first is that of the Bologna process, that is the harmonisation of higher education across the European Union. As Murray (2016) argues, this process has led to a Europe-wide elevation of the level of qualification entailed in becoming a teacher. It is now widely accepted that at least a significant part of initial teacher education should be at the level of a Master's degree. In the European context, however, there is currently great concern about the impact of 'Brexit' on higher education across the UK and it will be important to monitor the impact on teacher education in particular.

The second theme is a growing interest in the connections between research and teaching (BERA-RSA, 2014). This interest is not new, indeed important roots for such thinking lie in Scotland where teacher research was initially developed in the 1930s and pursued through the Scottish Council for Research in Education (Hulme, 2014), through the work of Lawrence Stenhouse (who coined the term 'teacher-as-researcher') and through a range of other initiatives. However, in its most recent manifestation in many parts of the UK, we have seen the development of 'evidence-based teaching' as part of a wider call for ensuring that policy and practice in many public spheres are underpinned by evidence (Goldacre, 2013).

2.2 PHILOSOPHICAL PERSPECTIVES

There are sound philosophical arguments underpinning the important contribution of universities to teacher education. One of the clearest expositions of these is offered by Winch, Orchard and Oancea (2014) in the paper they wrote for the BERA-RSA Inquiry into teacher education and research. Their analysis of teaching suggests that there are 'three interconnected and complementary aspects of teachers' professional knowledge: practical wisdom, technical knowledge and critical reflection'. All three forms of knowledge, they argue, can be enhanced by research. They argue in particular that common sense views of teaching will not lead teachers to develop the capacity for critical reflection, that is 'the type of deeper insight and understanding that comes from interrogating one's practice based on the wider research evidence and making explicit the assumptions and values that underpin it' (BERA-RSA, 2014:15-16).

Another paper commissioned for the BERA-RSA Inquiry looked at the idea of 'research-informed clinical practice'. Burn and Mutton (2014) analysed strengths of approaches which 'seek to integrate practical engagement in schools with research-based knowledge in carefully planned and sequenced ways' (BERA-RSA, 2014:16). Such approaches have been developed in many settings internationally (including in Scotland, see below). Burn and Mutton conclude that such approaches do have the potential to make a positive effect on beginning teachers' learning and confidence, but that much depends on the quality of the clinical experience.

The contribution of the study of education in the education of beginning teachers is itself a subject of considerable debate over many years and has been very fully explored by Furlong in his 'anatomy of the discipline of education' (Furlong, 2013). There is no doubt that a simplistic view of the relationship between theory and practice in education, that is of the practitioner simply 'translating' theory into practice, is now seriously discredited. Such a linear and functional view does not capture the complexity and challenge involved in the process of becoming a teacher of high quality. The relationship between theory and practice, rather like the relationship between the university and the school, needs to be based on an integration of the two. This is certainly what clinical models aspire to achieve and it is what McIntyre and his colleagues at Oxford and Cambridge (McIntyre began his academic career in Scotland at Edinburgh and Stirling) describe as 'practical theorising'. Drawing on their extensive research into the nature of beginning teachers' learning, Hagger and McIntyre define this as: 'both looking for attractive ideas for practice and subjecting these ideas to critical examination' (Hagger and McIntyre, 2006:58). Beginning teachers are faced with numerous challenges and questions, only some of which they will be able to answer immediately. They are only likely to be able to answer the more challenging questions 'as a result not only of quite extensive experience and very careful consideration but also through debate with experienced colleagues and through reference to relevant research and scholarship' (ibid, 59).

2.3 INSIGHTS FROM RESEARCH

The only major independent study of initial teacher education carried out in the UK over the last thirty years has been conducted in England, funded by the Economic and Social Research Council and published as *Teacher Education in Transition* (Furlong et al, 2000). Although limited in its scope to an analysis of what was happening during the 1990s to English teacher education, there were certainly some very helpful insights gained that have much wider significance. Of particular relevance to this paper is the typology of partnerships which emerged. It was suggested that at that time it was possible to identify different approaches to partnership, even in the wake of the Westminster circulars of 1992 and 1993 which had made formal partnerships between schools and universities a mandatory element of provision. Furlong et al make a distinction between 'complementary' and 'collaborative' partnerships. In the former, the school and university have very distinctive contributions to make to the provision and there is little overlap between the work that schoolteachers and university staff do with the beginning teachers. In the latter form, the collaborative approach, the whole programme is jointly devised by school and university colleagues and there are elements in the provision which are highly integrated, for example through school-based seminars or joint assessment of beginning teachers by staff from both sites of learning. Nevertheless, at that time, it remained the case in England that nearly all of these partnerships were very clearly led by the university, there being only a small element of school-led provision during the 1990s. (Some significant research and development work was undertaken in Scotland during a similar period and this will be referred to below.)

In the USA there is considerable diversity in the provision for initial teacher education. However, in a study of seven successful programmes, Darling-Hammond was able to identify a number of common characteristics which they shared, including extended clinical experiences and 'strong relationships, common knowledge, and shared beliefs among school- and university-based faculty jointly engaged in transforming teaching, schooling, and teacher education' (Darling-Hammond, 2012: 138-9).

More recently, in Australia, we have seen the culmination of a highly significant multi-partner research project, led by Diane Mayer (now at the University of Sydney). The *Study of Effectiveness in Teacher Education* (SETE) project is one of the few longitudinal studies of teacher education that has been carried out and sought to identify the key factors which underpin effective teacher education. Among their conclusions was the following:

SETE findings and analyses suggest that preparing, supporting and retaining high quality early career teachers requires a reconsideration of teacher education across the real and/or perceived divides created by the dichotomies embedded in policy talk globally. It explicitly supports notions that schooling and educating teachers be viewed as a collective responsibility between universities, schools, systems and communities within a newly created real or imagined third space.

(Mayer et al, 2015:20)

Studies such as these tend to suggest that high quality teacher education is dependent on close and effective ('integrated') partnership between schools and universities, involving well-structured clinical experience for the beginning teacher and the availability to them of both research and teaching expertise.

2.4 POLICY PERSPECTIVES

We turn now to consider recent and current policy developments in teacher education in the UK and around the world in order to see what light they shine on the role and contribution of higher education.

The BERA-RSA Inquiry commissioned Maria Teresa Tatto (2014) to write a paper on the contribution of research to high-performing education systems. She looked at four countries in a particular: Finland, Singapore, the USA and Chile, representing the range from 'excellent' to 'fair' according to the OECD categories. She found that Singapore and Finland, which consistently do well, 'rely heavily on methodologically rigorous research-based knowledge to inform their practice'. Although she stresses that it is very difficult to confirm a causal connection, she does conclude that what is notable 'about provision in both Finland and Singapore, as compared to the more diverse, fragmented and market-oriented provision in the USA and Chile, is the extent to which teachers' engagement with research and enquiry-oriented practice is embedded throughout the education system' (BERA-RSA, 2014: 15).

Concern about the quality of teaching and therefore the quality of teacher education has led many governments to carry out reviews of teacher education during recent years. One of the most pertinent is that carried out in Australia by the Teacher Education Ministerial Advisory Group (TEMAG). Their report was called *Action Now - Classroom Ready Teachers* and identified some weaknesses in provision including 'insufficient integration of teacher education providers with schools and systems'. One of their main recommendations is that 'theory and practice in initial teacher education must be inseparable and mutually reinforced in all program components' (TEMAG, 2014:xiii). The report also calls for the development of 'national research on teacher effectiveness, to ensure that the Australian teaching profession is able to continually improve its practice' (ibid.:xiii).

In the UK we have seen similar concerns being expressed across all four nations. Scotland is discussed in more detail in the later part of the paper. In Northern Ireland and Wales we have seen a succession of reports on teacher education (as described more fully in the respective chapters on these jurisdictions in *Teacher Education in Times of Change*, TEG, 2016). Northern Ireland has seen a succession of reports where the main focus has been on trying to rationalise the provision in what remains a culturally divided education system, with just four providers of ITE, all of them HE institutions. There has not been any serious consideration of alternative forms of provision, in spite of the existence of a major distance learning provider, Hibernia, in the Republic of Ireland (see O'Doherty, 2016).

Wales has also seen a succession of reports, albeit fewer, of which the most recent, by John Furlong (2015), (*Teaching Tomorrow's Teachers*), is currently being implemented and is being closely aligned to the curriculum review in Wales carried out by Graham Donaldson. Furlong expresses deep concern at the paucity of research capacity among the main providers of ITE in Wales. Indeed he suggests that Welsh education is at serious risk of decline if ITE provision is not developed to provide a stronger research base. He concludes:

...what is needed is a form of initial teacher education that is expansive rather than restricted, one that gives teachers themselves the skills, knowledge and dispositions to lead the changes that are needed.

(Furlong, 2015:38)

The current Cabinet Secretary for Education in Wales has identified this as a major challenge in the years ahead.

Whereas in Northern Ireland and Wales (as in Scotland) it is a deeply held belief that the contribution of the university sector is a fundamental requirement for high quality teacher education, the picture in England has

been much more mixed (Murray and Mutton, 2016). Although the general move towards professionalisation and 'universitisation' did influence policy and practice up until the 1980s in England, from 1988 onwards, initially in response to teacher shortages, we began to see the exploration of 'alternative routes' into teaching. By the beginning of the twenty-first century, we had seen the development of a number of employment-based routes (including the Graduate Teacher Programme) as well as School-Centred Initial Teacher Training schemes (SCITTs). In 2002 Teach First was launched, partly modelled on and inspired by Teach for America. Nevertheless, in spite of this diversity of routes of entry into teaching, it was still very much the case that HE institutions were key players in nearly all of the provision, even if on a reduced level in some programmes. It was in Michael Gove's White Paper of 2010, *The Importance of Teaching*, that a very direct challenge to the HE contribution was introduced. In Gove's words, from the foreword of the White Paper:

Teaching is a craft and it is best learnt as an apprentice observing a master craftsman or woman. Watching others, and being rigorously observed yourself as you develop, is the best route to acquiring mastery in the classroom.

(Gove, 2010)

It was clear that the Coalition Government at Westminster was seeing teaching as a craft rather than as a profession and that an apprenticeship approach was the appropriate model of learning for beginning teachers, rather than a higher education achieved in partnership between schools and university. The House of Commons Education Committee expressed concern about this:

We are left in little doubt that partnership between schools and universities is likely to provide the highest quality initial teacher education, the content of which will involve significant school experience but include theoretical and research elements as well.

(House of Commons Education Committee, 2012:3)

But Gove and his government made it clear that within a 'school-led' education system, it would be 'school-led ITT' that would be dominant. It has been suggested that the process of diversification that started in the 1980s and then became fundamental after 2010 (and could no longer be seen only as a response to teacher supply issues) defined England as a major 'outlier' in teacher education policy, certainly within the UK and to some extent across the world. Gove also commissioned a review of ITT in England which was led by a primary school Head Teacher, Sir Andrew Carter. By the time Carter reported, Gove's place had been taken by Nicky Morgan. Carter's report by no means ignored the importance of the university contribution, although it did have a big emphasis on classroom practice (see Mutton et al, 2016, for a close analysis of the report). Carter indeed concluded that:

We believe that the most effective partnerships include a range of types of school... as well as a university partner.

(Carter, 2015:12)

While there are two particular trends that can be detected in policy developments that have been reviewed here, one of them had been manifest almost to the exclusion of the other in England. The two trends may be characterised respectively as 'the practical turn' and the 'university turn'. In countries throughout the world the influence of McKinsey reports and of international studies such as PISA has been very much to focus on the practice of teaching. This is apparent in all of the reports mentioned above and in many more. However, what has also been apparent in many countries has been the growing significance of the university contribution as policies have been developed. This comes out very strongly in Moon's collection, referred to above, as well as in most European countries, including of course Finland, but also in the Baltic states, the Netherlands, Austria and elsewhere.

2.5 CONCLUSION

Having considered the history, the philosophy, the evidence from research and recent policy developments around the world, are there general conclusions that can be drawn about the role and contribution of universities in the provision of initial teacher education?

If we do believe that teaching is a complex and demanding profession that requires an excellent grasp of professional knowledge (in all its forms), then there is little doubt that the involvement of universities is crucial to ensuring that we have a high quality workforce.

As long ago as the mid 1990s, Pring proclaimed the fivefold role of universities in ITE:

- i. the analysis of the subject matter to be taught is related to the mode of understanding of those who are to learn;
- ii. there is a need for centres of expertise which can be put to the service of schools;
- iii. the training of teachers must take place against a background of relevant and systematic research;
- iv. the development in ...schools of the intellectual and research-based framework within which there can be the exploration and testing of ideas essential to professional preparation require[s] support from those who exemplify such activities;
- v. the training of teachers must take place within the context of a critical tradition.

(Pring, 1996:19-20)

Developments since that time would appear to suggest that we should add the following to this list.

- i. we need models of ITE which enable beginning teachers to experience the theorising of practice - this entails fully integrated models of teacher education, which may well have clinical elements;
- ii. from the outset, provision needs to be planned in partnership jointly by staff in universities and schools;
- iii. the partnership provision should extend beyond ITE, to include shared approaches to continuing professional development and educational research, thus creating an extended professional community of practice and enquiry.

Furlong (2013) argues that the fundamental purpose of university involvement in ITE is in order to ensure that teachers are equipped with the ability to reason, that pursuit of the fundamental quest for knowledge imbued in universities since the days of John Henry Newman and indeed Adam Smith. As Furlong puts it, the essential purposes of higher education in the modern world concern 'the maximisation of reason':

It is this principle.... that is still at the heart of the idea of the university; it is this principle that can and should be applied to all of our research and to all forms of teaching, be they general or, as is more often the case in education, vocational.

(Furlong, 2013:181)

Or, to use the concept developed by the BERA-RSA Inquiry, all teachers have the right to develop 'research literacy', which was defined as being 'familiar with a range of research methods, with the latest research findings and with the implications of this research for their day-to-day practice, and for education policy and practice more broadly' (BERA-RSA, 2014:40).

3. THE SCOTTISH CONTEXT

3.1 AN HISTORICAL PERSPECTIVE

In turning now to consider the situation in Scotland, we may note at the outset, that the history of university involvement in teacher education is one which to some extent reflects similar trends to those noted elsewhere, albeit with a strong consolidation of universities' role in the more recent past.

Chairs in education were established at St Andrews and Edinburgh as early as 1876, but in these early days there was considerable resistance to the universities getting directly involved in the training of teachers. Rather, their role was limited to the study of 'the theory and science of teaching' (Hulme and Menter 2014:906) and we may note that in the early part of the twentieth century, Scotland was very much at the forefront of the development of educational research (Hulme, 2014).

As elsewhere in the UK, teacher education was very much the responsibility of the Colleges of Education¹. There were more than ten of these and they played a very significant part in the educational landscape, with their Principals having a powerful voice in the policy community (McPherson and Raab, 1988; Humes, 1986). It was during the latter part of the century that 'universitisation' (Menter et al, 2006) took place, with all of the colleges having merged with universities by the century's turn. At this point there were seven universities involved in initial teacher education (Menter and Hulme, 2014). The Open University did have some involvement at one time, and the UHI has become involved during the twenty-first century, meaning that there are now eight universities playing a significant part.

Universitisation was not fully welcomed by all concerned, as there were fears that the closure of the colleges, with their specialist expertise and distinctiveness, would lead to a dilution of the quality of ITE and of the skilled contribution that the colleges made to the professional community. There were of course counter-calls suggesting that moving into the university sector would enhance the standing of teaching as a profession and place it more fully alongside other well-established professions such as medicine and law. Furthermore reference was made to the power and influence of the universities in the wider Scottish culture, as elaborated in Davie's idea of 'the democratic intellect' (Davie, 1961 and 1986) or more broadly through the notion that a major source for the European Enlightenment lay within Scottish universities (Herman, 2001).

There has been much debate in Scotland about the alleged romanticisation of the success of education as a pillar of society, through the promotion of various myths (see Humes and Bryce, 2014). However, there can be little argument with the claim that amongst the jurisdictions of the UK, Scotland's commitment to education, including the essential contribution of higher education, is unsurpassed (Furlong notes that the importance of the university in ITE is well understood, 'particularly in Scotland' (2013:200)). Universities and schools have played a central role in the development of Scottish civic and political culture and this has been recognised internationally.

In relation to teacher education, the questions about the contribution of higher education, and more specifically, the contribution of the universities, has been a matter of discussion for many decades and indeed such debate foreshadowed the mergers of colleges with universities at the end of the twentieth century (see Kirk, 2000). One key forum for policy development in this regard has undoubtedly been the long established General Teaching Council for Scotland, where the universities (and the colleges before them) have always been well represented (see Matheson, 2015).

¹ The exception to this was the University of Stirling which had a long-standing ITE programme in a university school of education (since the 1970s). This was the only exception to the College of Education rule.

Nevertheless there was at least one area where developments that took place elsewhere were less visible in Scotland and that is in the relationship between universities and schools in the provision of ITE. Where 'partnership' had become the key mechanism for provision of ITT south of the border in the 1990s, there continued to be a somewhat hierarchical relationship between universities and schools in Scotland. If there was a real partnership at all, it would have to be described as 'complementary' or even 'separatist' rather than 'integrated' or 'collaborative'. Courses were almost entirely designed, managed and controlled by the HE provider, with the schools doing little more than providing a site for beginning teachers to gain practical experience². There was an attempt to develop mentoring of beginning teachers by school teachers in the early 1990s, led from Moray House, but for a range of reasons this was not successful and was soon abandoned (see Smith et al, 2006). So it was that as we moved into the twenty-first century, there was growing concern about these apparent flaws at the same time as global concerns about the quality of teaching impinged on the reformulated policy community that emerged following the reestablishment of the Scottish Parliament.

² Again Stirling provides an exception (to some extent). The concurrent model was overhauled in the late 1990s, and the local authorities and schools had a major input via the Joint Working Group (JWG) partnership committee. This ensured that schools had a role in things like course design and the assessment of students on placement (where schools always made the major assessment, supported by visiting tutors).

3.2 RECENT POLICY DEVELOPMENTS

The Sutherland Report of 1997, *Teacher Education and Training: A Study*, set out a vision of teaching as a research-led profession and was a powerful reinforcement of the colleges merging with universities. The newly established Scottish Executive then set up a two part review of ITE in 2000. The first part of the review was carried out by a consultancy firm and led to the creation of a 'topography' of ITE provision in Scotland. It also identified a number of areas of apparent weakness in the provision, including the development of behaviour management skills and the teaching of pupils with additional needs. Furthermore, it suggested that there were weaknesses in the relationships between ITE providers, local authorities and schools.

The second stage of the review was undertaken by a committee appointed by the Minister for Education. This met over a period of almost two years and produced a report. In carefully phrased language this report proposed that the weakness of partnerships with teacher education was indeed a major concern. As a result of this report it was decided that every local authority should identify a coordinator for initial teacher education who would act as the key liaison person with the university providers and ensure that appropriate placements were found for all students undertaking ITE.

In 2009, not long after he had retired as HMCIE, Graham Donaldson was asked by the Cabinet Secretary for Education to undertake a wide-ranging review of the state of teacher education in Scotland. Donaldson's report, *Teaching Scotland's Future* was published in early 2011 and set out a vision for teaching and teacher education that contrasted very strongly with that contained in the English White Paper published only a few months previously. As noted at the outset of this paper, Donaldson saw teaching as a complex and challenging occupation that relies on deep knowledge and skills of judgement. In relation to the universities, while he very much did support the crucial role of schools, he suggested that rather than playing a reduced role, universities should be called upon to make an even greater contribution. In particular he suggested that the wider resources of the universities should be drawn upon to ensure deeper and stronger subject knowledge among teachers. It should also be noted that Donaldson's report was published in the context of reforms of teachers' work (post-McCrone and McCormac) and of major curriculum and assessment reform in schools. The reforms brought in through *Curriculum for Excellence* in particular, laid much importance on teachers' responsibilities in developing and implementing the new curriculum.

As Donaldson himself put it, referring to undergraduate student teachers:

The values and intellectual challenges which underpin academic study should extend their own scholarship and take them beyond any inclination, however understandable, to want narrow training of immediate and direct relevance to life in the classroom.

(Donaldson, 2011:6)

In other words Donaldson was calling for all beginning teachers to be entitled to a broad higher education that would equip them to play a full role in society, going beyond essential classroom skills and knowledge, very much in line with the idea of the democratic intellect.

Mention was made above of the Moray House mentoring initiative of the early 1990s. There were also some other projects that sought to bring about significant change in ITE. During the first decade of the new century, The Hunter Foundation supported a major initiative led by the University of Aberdeen, in partnership with a number of northern local authorities and schools. This was called *Scottish Teachers for a New Era* (partly modelled on the Carnegie Foundation funded *Teachers for a New Era* in the USA). This ambitious programme sought to introduce notions of clinical practice into the undergraduate programme at Aberdeen and sought to integrate research and inquiry throughout the four year long period of ITE and then into the first two years of

teaching (see Livingston, 2008, for an account of this project). (Hunter subsequently funded a project to support the development of inclusive teacher education at Aberdeen.)

Towards the end of the last decade, Scottish Government invited providers to bid for funds to undertake innovative schemes within teacher education. Several of the universities responded positively and among the projects that were funded was another initiative in clinical teacher education in the West of Scotland, led by the University of Glasgow in collaboration with Glasgow City Council. This scheme again sought to establish a much more integrated approach than previously existed, for example establishing school-based university staff, joint assessment of beginning teachers and 'learning rounds' (partly modelled on clinical medical education) (see Conroy et al, 2013). This wider range of initiatives certainly provided a strong base for subsequent development in the wake of the Donaldson Report.

All of the Scottish providers of ITE have responded to the opportunities established post-Donaldson by the 'National Partnership Group'. Indeed we can now see greater distinctiveness within the provision around the country as each provider has drawn up its particular approach (Hulme and Kennedy, 2016).

During his deliberations, Donaldson was encouraged to think about alternative forms of provision. Indeed he was lobbied by Teach First to consider supporting the introduction of their approach north of the border (it has been tried (and then abandoned) in Wales as well as in England). In the event, Donaldson's report focused very much on current provision and on ensuring that this was improved in order to match the reforms in curriculum and teaching that were taking place.

So it is no surprise that the recent calls from Scottish Government for innovative programmes that support a more diverse entry into teaching do directly address this challenge of diversifying without diluting the quality. The Government offered the university providers the opportunity to demonstrate their creativity in addressing some of the weak spots in existing provision and the schemes announced very recently by the Deputy First Minister may be expected to enhance provision through diversification. But all of the schemes are based on a continuing commitment to high quality teaching and teacher preparation that is based on a very significant involvement of the universities. Donaldson's view was that:

Scotland's universities are central to building the kind of twenty-first century profession which this Report believes to be necessary.

(Donaldson, 2011:104)

4. LOOKING AHEAD

Although teaching as a profession is organised on a national basis, it will be crucial that international collaboration is an integral part of teacher education development. There are many examples of this in Scotland and one of the responsibilities of universities must be to ensure that these continue to develop, not least in the context of the UK's imminent departure from the European Union.

The evidence reviewed in this paper demonstrates very clearly that simplistic apprenticeship models for the preparation of teachers are very poorly suited to developing creative, critical and reflective professionals of the kind that Graham Donaldson was calling for. Of course, Initial Teacher Education alone cannot ensure that the teaching workforce is of the highest quality - ongoing, lifelong professional learning and development must also be of high quality and carefully structured. But ITE does provide the building blocks for subsequent development and so it is crucial that it is built on the firmest foundations, drawing on research evidence and on the breadth and depth of knowledge that can be provided by universities.

Over the months and years ahead, it is to be hoped that developments in teacher education in Scotland build upon the strengths of the past. Universities in Scotland have played a major part in social, cultural and political development. Their full involvement in teacher education, drawing on the positive contribution of the former Colleges of Education, was only consolidated at the recent turn of the century, but this does now offer an opportunity to confirm that teacher education is a core component of higher education in Scotland. This consolidation provides an invaluable opportunity to ensure that teacher education in Scotland is based on a commitment to high quality research and high quality teaching. This is not a call for the maintenance of the status quo, but rather a recognition that through the involvement of the universities as a fundamental element of provision, we may continue to see innovation and improvement that will ensure that the teaching profession itself continues to be held in high esteem and that the continuing challenges of overcoming educational disadvantage are directly tackled by teachers and teacher educators who understand these challenges and are equipped with the skills to address them.

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