
Declaration

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Abstract

This thesis presents an overview of a selection of previously published works from 1998 – 2008. It focuses on the ways in which challenges that changes introduced by successive governments, for the training and education of teachers, have been addressed and, specifically, how these have been managed. It investigates the development of a partnership approach between schools and initial teacher training (ITT) providers and identifies the successes achieved and the areas of shortcoming that present barriers to continued enhancement.

The initial sections provide a context for the research undertaken and locate current government requirements within a changing historical framework for the management of initial and continuing teacher education. It identifies the stages through which statutory implementation has motivated innovation and resulted in a gradual move toward a joint approach for shared professional responsibility between schools and ITT providers. Within these sections, three phases of research activity are distinguished: initial exploration of the concept of partnership; requirements for the development of mentoring; and the management of implementation and the effectiveness of participants.

The published works selected address the final phase; the effectiveness of the management processes and the impact that this has had, to date, on the enhancement of the system. I offer a 'partnership with schools' model that has been investigated thoroughly and provides a clear management structure. However, I demonstrate that it is the effectiveness of the participants within the model that make the difference, but recognise that there are constraints that must be addressed if the model is to achieve fruition. Additionally, I have developed a conceptual framework for the evaluation of 'partnerships' in the form of a 'continuum' from 'Functional-' to 'Vision-Led-' partnerships, based on the identification of 'key principals' that underpin partnership formation and enhancement.

Finally, I indicate how this model, developed primarily for the initial training of teachers, has already impacted on the continuing professional development of serving teachers and may be extended to meet current government requirements and initiatives for the development of the teaching profession.
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and Education: Revised Standards, Bright Future? pp. 60-69, Exeter, Learning Matters


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Glossary of Abbreviations

APTE  Association for Partnerships in Teacher Education
ATO   Area Training Organisation
CATE  Council for the Accreditation for Teacher Education
CNAA  Council for National Academic Awards
CPD   Continuing Professional Development
DfE   Department for Education
DfEE  Department for Education and Employment
DES   Department for Education and Science
EPD   Early Professional Development
GTCS  General Teaching Council for Scotland
GTCW  General Teaching Council for Wales
HEFCW Higher Education Funding Council for Wales
HEI   Higher Education Institution
HMI   Her Majesty's Inspectorate
ITET  Initial Teacher Education and Training
ITT   Initial Teacher Training
LEA   Local Education Authority
NPQH  National Professional Qualification for Headteachers
NUT   National Union of Teachers
OHMCI Office of Her Majesty's Chief Inspector
QTS   Qualified Teacher Status
SCOPA  Standing Conference of Partnership Administrators
SCOP  Standing Conference of Principals
SHA   Secondary Heads' Association
TES   Times Educational Supplement
TTA   Teacher Training Agency
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UWIC  University of Wales Institute, Cardiff
UW    University of Wales
WAG   Welsh Assembly Government
WO    Welsh Office

1 Introduction

The focus of the work presented is the examination of the influence that successive governments have exerted over the Initial Teacher Training (ITT) curriculum, and the impact that this has had on the management of an increasingly school-based system for the training of teachers, with particular reference to the requirements for a partnership model between higher education institutions (HEIs) and schools. My research into this aspect of teacher training began in 1990, and has extended through to today. Whereas many researchers have offered advice on how the partnerships should be established between HEIs and schools, concentrating predominantly on the role of the mentor, I have maintained a focus on measuring the effectiveness of the management processes that underpin the partnership. This has enabled me to provide an authoritative perspective on the strengths that should be developed, and the constraints that must be overcome, for this model to reach its potential.

To present the body of work coherently and to demonstrate the substantial contribution that my research has made to the knowledge base associated with the 'partnership with schools' model, I have selected ten publications (1998 – 2008) that address a range of investigations associated with this structure. This research, together with numerous conference presentations (Appendix 1), the leadership of the Association for Partnerships in Teacher Education (APTE) and my contribution to government working groups and
committees has made a significant contribution to the knowledge associated with the organisation, development and management of the 'partnership with schools' model and promoted a transition from the traditional 'teaching practice' arrangements that existed until the early 1990s. My narrative will address three broad themes: the historical context; initial partnership perspectives; and, the publications presented in this thesis. My research presentations illustrate how this evidence base has enabled me to influence, not only my development and management of the partnership model, but also, through invitation, how my work has influenced policy decisions in Wales, England and Scotland.

I conclude with my most recent research into the potential for the model to be extended into the continuing professional development of teachers, recognising the need for the development of a coherent system and illustrating the ways in which the training of mentors for the partnership with schools model has influenced successive career opportunities for serving teachers. Additionally, following an analysis of what constitutes a partnership, I offer a conceptual model for the evaluation of partnerships.
2. Initial Teacher Education and Training In Context – A Historical Perspective

The ‘Partnership with Schools’ model for the management of the initial education and training of teachers has been operating in England and Wales for over a decade; however, the factors that influenced this model may be traced back over 150 years. During this time, the pendulum between school-based training and college-based training has swung backward and forward, favouring each institution at various times. Similarly, the emphasis that has been placed on ‘training’ or ‘education’ has fluctuated according to the differing political and ideological perspectives that have dominated. An understanding of how these different perspectives have influenced policy making is essential to achieve an appreciation of the current developments in the management of training for teachers today.

2.1 School-based versus College-based Preparation?

i. School-based dominance

Until the mid-Nineteenth Century, the government played little part in the preparation of teachers. Successive governments did little more than provide funding to a number of voluntary bodies that offered varying experiences to potential teachers; a decision prompted when the country faced a shortage of teachers. In an attempt to rectify this shortage, the monitorial system, advocated by Joseph Lancaster and Andrew Bell, gained prominence by involving older pupils to instruct younger ones. Thus the school-based, ‘apprenticeship-model’ for teacher training was born (Barnard, 1961, Plaskow 1969).
In 1839, a Committee of the Privy Council for Education was established to exercise responsibility for elementary education and to review the standard of training provided for new teachers. Dr. James Kay (later Sir James Kay-Shuttleworth) regarded the existing monitorial system as limited to a process where: ‘... training was offered to those who came to learn a mechanical system and pick up tips’ (Fish, 1995, p.10). To counter this, he introduced the pupil-teacher scheme which extended the school-based system of instruction to include additional, after-school education from the head teacher. For those pupil-teachers who were able to satisfy an examination by one of Her Majesty's Inspectors, a Queen's Scholarship was awarded, enabling them to study for two years at a training college. This was the first indication that teachers required more than school-based training and emphasised the limitations of the 'apprenticeship' model (Evans 1975).

In 1846, the Government established an Education Department with the authority to certificate teachers who completed successfully the examinations set by the training colleges: the first time that a government had exercised control over the standards required of teachers. This move divided the teaching force into two categories, certified teachers and uncertified teachers, the latter being paid less than their qualified colleagues. This may also be recognised as the point at which the pendulum began to swing away from the dependence on school-based training. With this formal recognition of a teaching qualification and the need to provide more teachers to cope with the demands of a compulsory elementary education for all (1870 [Forster] Elementary Education Act), the number of training colleges expanded and, in 1888, the Cross Commission (Royal Commission on Elementary Education Acts) recommended expanding the role of higher education in the training of teachers.
By the early years of the Twentieth Century, two distinct routes for the training of teachers had emerged. In the first, trainee teachers attended university courses to obtain a degree whilst additionally undertaking professional training that provided grounding in the principles and practice of education. The second route involved studying at a training college, under the control of the local education authority (established under the 1902 [Balfour] Education Act), where the training programme was less theoretical than that offered by the universities, with an emphasis on practical training (Curtis and Boulton, 1960). Thus for both routes into teaching, higher education institutions were now emerging as the significant provider, with the Government recognising the value of both educational theory and practice.

In the years following these developments, the pupil-teacher system gradually disappeared and, with the growth in the provision of secondary education, higher education institutions were able to concentrate more on pedagogy and educational issues than on the provision of a general academic education for their trainee teachers. Furlong and Maynard (1995, p.5) describe the developments of this period as follows:

... in the decades around the turn of the century ... responsibility for the practical preparation of the next generation of teachers slowly moved out of the hands of the teaching profession and into the increasingly autonomous world of the college; teachers' formal responsibility for training all but disappeared for the next sixty years.

ii. College-based dominance

The growing dominance of higher education institutions over the training of teachers may be evidenced through the methods employed for the award of certification for teachers. During the first half of the Twentieth Century, certification was within the authority, initially,
of the Board of Education and then, from 1926, it was transferred to the Joint Examining Boards, on which both colleges and associated universities were represented. The Education Act of 1944 granted responsibility for the award of qualified teacher status to the Minister for Education but this did not detract from the status achieved by higher education institutions as certification was made on the recommendation of the training institution; a process that remained unaltered until 1983.

For the majority of the Twentieth Century, the higher education institutions enjoyed considerable freedom over the curriculum for the training and education of teachers. Within this system, however, tensions existed between the training colleges and the university schools of education. The McNair Report (Board of Education, 1944) established Area Training Organisations (ATOs) to oversee the courses for teacher training offered by training colleges and university schools of education, where the former was primarily craft-focused and the latter academic. As Wilkin (1990) points out, the development of ATOs did little to address this diversity, other than to promote an academic curriculum in the colleges, as the universities were autonomous whilst the training colleges were answerable to their validating university.

The status of the colleges and their role in preparing teachers was enhanced considerably as a result of changes brought about by the Robbins Report (1963), when training colleges were renamed 'colleges of education'. This suggested that they offered a broad education to their trainee teachers, rather than a narrow training in a range of practical skills. Robbins was instrumental in introducing a degree route for teachers trained in the colleges, a B.Ed, where the emphasis was placed on the study of the four disciplines of education: psychology, philosophy, sociology and history (Tibble, 1966). This was the
beginning of a move to make teaching an all-graduate profession, eventually realized in 1972 (DES, 1972a).

Within four years of the changes brought about by Robbins, the Plowden Report (Central Advisory Council for Education [England], 1967) expressed reservations about the arrangements for teacher training and recommended that a special inquiry be held into its future development. A committee chaired by Lord James of Rusholme considered the future of teacher education and training and published its report, Teacher Education and Training (James Report), (DES, 1972b), making clear that teacher education should be “unashamedly specialised and functional” (p.23). Plowden (1967) argued that:

... much of the theoretical study of education is irrelevant to students who have yet, too little practical experience of children or teaching, and the inclusion of this theoretical study is at the expense of adequate practical preparation for their first teaching assignments' (p.67).

Plowden proposed that teacher education should be organised into cycles with initial training as the first cycle. The James Report (paras. 3.45 - 3.47) made explicit the need for schools to be involved in both the planning and delivery of ITE:

*The (colleges) would form a new and closer relationship with schools ... The schools and the teachers in them would be asked to undertake new roles in teacher training ... Teachers in schools would be more closely involved ... in planning and supervising practical work ... they should be associated with the selection of students.*

### iii. A return to a School-based focus

During the decade of the 1970s, the attention given to school-based training for the preparation of new teachers increased and courses ‘flirted’ with embryonic partnership models (Booth *et al.* 1990; Griffiths and Owen, 1995). Significantly, influential
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spokespeople including O'Hear (1988), Hillgate Group (1989), Lawlor (1990) and the Council for National Academic Awards (CNAA) (Docking, 2000), were advocating a return to practical craft knowledge and criticised the continuation of 'progressive education' and the teaching of the education disciplines. In 1981, Her Majesty's Inspectorate (HMI) laid the foundation for these views in their document *Teacher Training in the Secondary Schools* (HMI, 1981), where they advocated closer links between theory and practice and also between schools and higher education institutions (HEIs).

The 1980s saw the advancement of school-based teacher training and the demise of local autonomy for HEIs over the control of the teacher training curriculum: a direction criticised by the Hillcole Group (Hill, 1989). O'Keefe (1990, p.25) summarizes this period when stating: 'The scale of current legislated change is without parallel in our history'. The Department for Education and Science published *Teaching in Schools* (DES, 1983a) which urged closer collaboration between schools and HEIs and recommended that teachers and tutors should teach in each other's institutions. In the same year, the Government published a White Paper *Teaching Quality* (DES, 1983b) which announced the intention of the Secretary of State for Education to establish a new body, the Council for the Accreditation for Teacher Education (CATE), through which he would grant approval to HEIs to offer initial teacher education and training (ITET) courses, only when the institutions satisfied the criteria established. This meant that, for the first time, all institutions offering ITET courses, including the universities, would have to meet the same criteria if they were to be accredited. Further requirements were issued the following year with the publication of DES Circular 3/84 (Welsh Office [WO] Circular 21/84) (DES, 1984), which identified seventeen criteria that would have to be addressed by ITET providers in order to achieve accreditation. These included the involvement of teachers in the
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selection of student teachers for entry to ITET courses, their involvement in assessing practical performance in the classroom and the introduction of arrangements for tutors to undertake periods in schools; 'recent and relevant' teaching to refresh their skills. The Circular also required a separation of academic performance from professional competence, ensuring that a teaching qualification should not be awarded to anyone whose classroom capability was unsatisfactory. As Furlong and Maynard (1995, p. 16) state: '... through this Circular, for the first time for nearly sixty years, the government attempted to define the content and structure of initial teacher education: the Circular had statutory authority'.

Whilst the significance of Circular 3/84 cannot be denied, the announcement of the Licensed Teacher scheme and the Articled Teacher scheme (DES, 1989) were of similar magnitude, as they introduced programmes that were, in the case of the former, entirely school-based. Reforms of both teacher education and the school curriculum continued throughout the 1980s, with the introduction of further control over the arrangements for the accreditation of ITET courses in Circular 24/89 (WO Circular 59/89) (DES, 1989b), where local committees were established to scrutinize providers' applications for courses before they could be submitted to CATE and, with the moves to introduce a national curriculum for schools (Education Reform Act, 1988).

In 1992, the Department for Education (DfE) issued additional requirements for ITET courses (Circular 9/92 [DfE, 1992]) (WO Circular 35/92) that stipulated the competences under which all teacher-trainees were to be assessed. This Circular introduced a requirement that all PGCE secondary courses should be at least two-thirds school-based. Additionally, the process for accreditation was modified to enable institutions rather than
courses to be accredited, allowing HEIs to develop a range of ITET provision. Significantl, the Circular introduced the requirement for HEIs to create formal partnerships with their schools, indicating that funds were to be transferred from the latter to the former in respect of the additional workload to be undertaken by teachers. The government's determination to move the focus of ITT from HEIs to schools was reinforced further with the introduction of the School-centred Initial Teacher Training scheme (SCITT) (DfE, 1993) and the Registered and Graduate Teacher Programme.

3. Supporting the Transition from Teaching Practice to Partnership

The involvement of schools in ITT had been demonstrated by the Oxford Internship Scheme (Pring, 1995; McIntyre, 1990) and, in a different format, by the Cambridge Analytic Framework (Furlong, et al. 1988). These schemes laid the foundation for the moves to a 'partnership with schools' model for ITT. Following the dissemination of Circulars 9/92 and 35/92 referred to above, considerable attention was devoted by researchers (Booth et al. 1990, Bines and Welton 1995, Griffiths & Owen, 1995, Williams, 1995, Edwards and Collinson, 1996) to the way in which the partnerships should be developed. These were followed by authors providing advice on how mentors should undertake their responsibilities, e.g. Hagger et al. (1993); McIntyre et al. (1994); Fish (1995a, 1995b); Kerry and Mayes (1995); Tomlinson (1995); Brookes and Sikes (1997). During this period, however, little attention was given to the practicality of implementing and managing a model where school-based responsibility was enhanced and the number of participants undertaking roles in the initial training of teachers had increased significantly. The potential impact on the management of consistency and quality was not being addressed by research studies. This aspect has been the focus of my research.
3.1 Managing the Transition

The transition from a HEI-managed teaching-practice model to the management of a partnership-model during the early to mid 1990s was not a smooth process. The statutory requirements on ITT providers were not placed on the schools: the providers had to work in partnership with the schools but there was no similar requirement for the schools to work with providers. As Williams (1995, p.3) discovered, many schools did not see the training of teachers as their responsibility, '... the prime purpose of schools is to teach pupils, not to train students ... not all teachers are either able or willing to take on a training role.' Moreover, advice from the teachers' professional associations was not supportive, with the Secondary Heads' Association (SHA, 1993) making clear that the financial implications for schools were considerable: a view supported by the National Union of Teachers (NUT) (Ring, 1995). Additionally, research undertaken for my Master's degree (Bassett, 1991) demonstrated that significant differences existed between the perceptions of teachers and HEI tutors in relation to the importance of the elements associated with practical teaching. Whereas the HEI tutors were concerned with planning, delivery, classroom management and evaluation, the teachers concentrated predominantly on classroom management and delivery (similar findings were recorded by Ofsted (2001) from their inspection of the school-based graduate teacher programme, some ten years later).
3.2 The ‘Partnership with Schools’ Model

It was against this backdrop of personal research and published advice that I, as Head of School for Partnership, at the University of Wales Institute, Cardiff (UWIC), during the mid 1990s, developed the management processes for the ‘partnership with schools’ model for the delivery of ITT: UWIC being the largest provider of ITT in Wales.

Initial consideration was given to the method of supporting the student during their school experience. This resulted in a ‘triad’ support structure. In this model, the student is supported and assessed by three individuals, all with defined roles, reducing the possibility of instruction or an assessment being influenced by personality conflict and/or subjective expectation. In the previous (pre-1995) arrangements for ‘Teaching Practice’, the student would have been supported and assessed by the HEI tutor only: the school staff having no responsibility for the assessment of the student.

The Triad Student-Support Model
(Figure 1)
From my experience as an external examiner, an external validation panel member and the Chair of APTE, the model that I developed became the most prevalent form used by ITT providers, although variations have been applied in the level of responsibility associated with the individual roles.

As a natural progression from this, attention was devoted to the development of a quality assurance system that would be manageable across a large partnership but not too bureaucratic. Additionally, the systems, as with the Triad model, had to be applicable to both the primary and secondary age-phase providers. Having already identified the responsibilities within each role of the Triad, it was decided that the Senior Mentor in each school would be responsible for quality within the school, monitoring standards and processes across the Classroom Mentors. The HEI Tutor would then be responsible for quality across a group of designated schools. The Head of Partnership taking responsible for quality across the HEI tutors. This model was seen to provide a secure level of assurance that standards achieved could be monitored effectively and that processes could be applied consistently.
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The Quality Assurance Management Structure
(Figure 2)

The model above\(^1\) was modified slightly for the secondary school sector, to accommodate the need for HEI subject specialists who would visit only their subject in a number of schools. Within this modification, an HEI Link Tutor was responsible for the quality assurance between secondary schools, liaising with the Senior Mentors and the HEI Subject Tutors who visited their schools.

\(^1\)This model has been modified by other providers but the modifications relate mainly to the titles provided to the participants. Often, the 'missing link' in other partnerships is the overall moderation of the college tutors by a senior manager, in my model, the Head of Partnership.
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Quality Assurance Management Structure for Secondary Schools
(Figure 3)

These systems, although designed initially by myself, were developed with groups of Headteachers from primary and secondary schools and, within two years, under my leadership, UWIC had developed and implemented a comprehensive system for school-based partnership, with sufficient numbers of schools to place all students.

It was noticeable that, whilst there was considerable publication in the area of mentoring, there was nothing to draw upon in terms of how effective the implementation and management processes were that had been introduced across England and Wales. This was evident when I was invited to give a presentation to a group, formed by the Standing
Conference of Principals (SCOP), of partnership managers from HEIs across England and Wales.

Following my presentation, it was obvious that many HEIs were facing considerable difficulties in encouraging schools to enter into partnership. It was from this early invitation that the Standing Conference of Partnership Administrators, (SCOPA) was formed, to which I was elected secretary and organised, for this and its successor organisation, the APTE, which I chaired for eight years, an annual conference for school-based mentors and a three-day annual conference for HEI partnership managers.

4. The Research Programme

4.1 The research considerations

Unlike the traditional PhD process, where the methodological considerations are agreed in the original proposal, predetermining the methodologies to be applied throughout a planned study, this PhD by Published Works was more evolutionary, building from one piece of research to another. Cryer (2006, p.68), recognises this process as quite common to research outside the natural sciences:

The researchers may start out with only a general area of interest, and the emphasis is on exploring that area of interest. Each new phase of the work takes up and further explores interesting or significant parts of what emerged from previous stages. ... At the outset, the research is not neatly contained within obvious boundaries, and does not have a clear end point.

To a degree, this illustrates the starting position for the investigations and research presented. Similarly, a PhD by thesis would have required an initial submission of an ethics pro-forma and accompanying documentation (information sheet, consent form, draft
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questionnaire and interview schedules, etc.). However, as the publications presented were produced individually; this was not a requirement. For each investigation, all potential respondents were informed about the nature and scope of the area, in advance, and anonymity was assured. Returned questionnaires were submitted to an independent person within the UWIC Partnership Office and then presented to me for analysis.

Initially, the research journey outlined in this thesis began by investigating the extent to which a cohort of students believed that partners were delivering their responsibilities, as part of the newly-developed partnership agreement. The aim, at this stage, was to improve the management of the 'partnership with schools' model by identifying what worked well, what did not, and to understand the causal relationships associated with each aspect: something that remained constant throughout the research series. To this extent, I would concur with Johnstone's (2004, p.260) definition of a research problem as, 'a state of affairs that begs for additional understanding [where] the purpose of research inquiry is to 'resolve' the problem in the sense of accumulating sufficient knowledge to lead to understanding or explanation'.

From this initial investigation, a series of further questions emerged which required additional study. Moreover, it became apparent, at that time, that there were no publications detailing actual research into the effectiveness of the partnership approach. Therefore, the opportunity to learn from the outcomes of the research of others was not available. Although, given the importance of this initiative, it was an area that required exploration.
As each investigation was concluded, new hypotheses arose from the findings. In each new investigation, methodological consideration was given to the successive area of attention. However, it would be accurate to claim that, in the main, the methodology and research techniques adopted throughout the investigations were predominately consistent.

4.2 Research approaches

As stated previously, the research presented did not emanate from a formal process of planning a PhD by Thesis. Therefore, this section is reflective of the processes and methods applied. As Rugg and Petre (2007, pp 45 and 47) argue:

'The academic world is permeated by words ending in 'ism'. ... Many disciplines – probably most, possibly all are riven by debates between rival 'isms'. Sometimes they are legitimate and proper debate; sometimes they are more like the ultimately pointless and vicious civil wars described by Thucydides'.

The individual investigations conducted throughout the decade 1998 to 2008 could be described as developmental research in that it relates to:

... conditions or relationships that exist; practices that prevail; beliefs, points of view, or attitudes that are held; processes that are going on; effects that are being felt; or trends that are developing. [Developmental research] is concerned with how what is or what exists is related to some preceding event that has influenced or affected a present condition or event. (Cohen and Manion, 1989, p. 70)

Depending on the definition applied, the research methods adopted may be considered as 'action research'; particularly if the interpretation of Cohen and Manion (1989), which relies on it being 'situational' and attending to the diagnosis of a problem in a given context and offering possible solutions to the problem with the objective being to
improving practice, is accepted: a definition supported by Meyer et al. (2003), Gustavsen (2008) and Bargal (2008):

Action research is an iterative cycle of problem identification, diagnosis, planning intervention, and evaluation of the outcomes to estimate what has been achieved and to plan subsequent interventions (p.17). ... Action research is about a paradigm of research that deals with the creation of change in human systems. The change processes and products are evaluated while the systems are in the process of functioning in the service of their stakeholders (p.25).

As with many aspects of research, definitions of methods are numerous, and this is the case when considering 'action research' as applicable to the investigations conducted during this period of time. Moreover, action research has, itself, been subject to interpretation and sub-division, 'Notions such as grounded theory, the reflective practitioner, the researcher willing to learn by doing, and many more, belong to this field' (Gustavsen, 2008, p.434). Certainly, the concepts of Practitioner Research, Practitioner Inquiry and Evidence-based Practitioner Research resonate with the work undertaken:

Practitioner-researchers are looking for ways to improve their organizations. ... Designs that include small data-collection cycles inside the arc of the overall research plan will allow partners to undertake intermediate analysis resulting in "bursts" of findings even as the research is still under way. ... These intermediate bursts can be aggregated into the larger data yielded by the overall arc of the research. Moreover, the results from the application of the intermediate findings have the potential of extending the research into new and unanticipated directions that will enrich our understanding of how organizations work in real time. (Tyler, 2006, p.499)

The opportunity to research within an organisation or system is referred to as Insider Research, which would also apply to the context, in the main, within which the research studies were conducted. Dirkx (2006) offers the view that:

Insider research seeks to honor and give voice to complexity and the multilayered nature of understanding that [individuals] hold about the various dimensions of their practice, and other social and political issues. (p. 284) ... it recognizes practitioners as legitimate producers of
knowledge that is both local and potentially applicable to other contexts as well (p. 287).

Insider research is not without its problems, as Coughlan (2003, p.457) points out, 'While insider action researchers may see themselves as attempting to generate valid and useful information in order to facilitate free and informed choice, they may find that what constitutes valid information is intensely political'. Although I was aware of this, it was not an issue within the 'partnership with schools' model that I had developed. Fundamentally, all involved were committed to the process of evaluation and improvement, where the evidence indicated shortcomings and where any changes were within their power to effect, or in the case of the students, to improve their placement effectiveness. However, the political implications, arising from the investigations, did require consideration by external agencies, as will be discussed in the next chapter. Metz and Page (2002, p.27) recognise the importance of such practitioner research on policy development, 'Developing diverse genres of educational inquiry, including practitioner inquiry, may be critically useful in a time when the complexity of schools is not well understood by outside decision makers who are increasingly making the decisions'.

The majority of the investigations employed two techniques for the collection of data. Given the size of the groups, usually in excess of 100 respondents (see publications) two approaches were adopted. Either a census approach (where the entire population within the UWIC partnership-with-schools model was surveyed), or a representative sample approach (where, a broader population involved in ITT partnerships was surveyed), in order to increase the reliability and validity of the outcomes. In total data from 1768 questionnaires and 134 semi-structured interviews were analysed for the publications presented within this thesis.
Oppenheim, promotes the use of the self-administered questionnaires which are
given directly to the potential respondents. As he explains (1992, p.103):

\begin{quote}
The purpose of the questionnaire is explained, and then the respondent
is left alone to complete the questionnaire, which will be picked up later.
This method of data collection ensures a high response rate, accurate
sampling and a minimum of interview bias. … and giving the benefit of
personal contact.
\end{quote}

In the majority of cases, response rates to the questionnaires was high, a testament to the
method of personal distribution and collection and to the fact that general areas for
investigation were often consulted upon in advance of the survey. Moreover, the general
'rules' of questionnaire design (Burgess et al. 2006; Rugg and Petre, 2007) that should be
applied to encourage high return rates, i.e. only limited number of questions which are
predominantly 'closed' rather than 'open' questions, were not influential. This was
because the cohorts were committed to the studies. In the majority of the research
studies, 'sampling' criteria was not an issue as the entire population was included. Where
samples included larger groupings than those identified as 'partners' within the UWIC
'partnership with schools' model, 'probability sampling' criteria were addressed, drawing
respondents from a random allocation of external ITT partnerships which had consented
to be involved in the research. On one occasion convenience sampling was applied
(Appendix 7) because the mentors were attending a meeting at UWIC. However, all of
those attending met the criteria for the sample as they were all current mentors.
A critical analysis of the success factors associated with the management of the partnership with schools model for initial and continuing teacher education, 1998-2008.

The format for the questionnaires remained constant throughout the studies in that they contained 'closed' questions, where the respondents were offered a choice of alternative responses mainly used for the gathering of factual information, or attitudinal questions frequently presented with a Likert scale response. In all questionnaires, individuals were given the opportunity to comment further on any 'tick-' or 'scale-' directed questions and a limited number of 'open' questions was included to obtain additional information on targeted aspects:

The chief advantage of the open question is the freedom it gives to the respondents. Once they have understood the intent of the question, they can let their thoughts roam freely, unencumbered by a prepared set of replies. We obtain their ideas in their own language, expressed spontaneously, and this spontaneity is often extremely worthwhile as a basis for new hypotheses. (Oppenheim, 1992, p.113)

Semi-structured interviews were conducted as one means of triangulation and as an opportunity to gain further insight into particular aspects that were deemed would benefit from additional investigation, following the initial analysis of results. In some instances, audio recordings were made, with the consent of the respondent, and where, in the very few instances this was not appropriate, responses were recorded in writing. Recognising the importance of Investigator Triangulation, in all studies where semi-structured interviews were employed, more than one person conducted interviews for any given group. Furthermore, triangulation was also achieved by eliciting views from different participant groups on the same or similar issues. Given that the findings were to be distributed to a broad audience, including participants within the model, external agencies and the wider ITT community, it was felt that the outcomes would be more accessible when expressed as percentages. This reinforces the purpose of the investigations which was to determine the extent to which role responsibilities were being evidenced rather
than to identify individual variables. Triangulation was also achieved, by eliciting views from different participant groups on the same or similar questions.

Each study was underpinned by a review of the literature relevant to the area of study.

4.3 Reflections on the methodology

As described at the start of this section, the research did not conform to a given set of 'isms'. The action research model, emphasizing the Insider Researcher, addresses best the approach that emerged. This research demonstrates the process clearly in that, 'Accordingly, the starting point for the insider action researcher is a question about what is happening or being planned' (Coghlan, 2003, p.60) and uses the findings of the investigations to improve the situation under study. Whilst I agree with most of Gustavsen's (2008, p.425) views, I would wish to challenge his statement that, 'Action research can provide important impulses to local processes, but the choice and configuration of impulses are so dependent upon specific local conditions that each case produces little transferable knowledge'. Although I would not contest the 'dependence on specific locations', I would suggest that I have demonstrated that 'transferable knowledge' has been identified and disseminated. Coleman's (2007, p.485) view of action research sees it as being primarily concerned with practical investigation, from which theoretical reflection may emerge:

In action research, theoretical abstraction is secondary to the development of practical understanding. Its focus then is on evidencing practice and increasing understanding of the specific situation under investigation, rather than attempting to develop general theory and transferable principles.
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As indicated above, in undertaking my investigations, I did not seek, at that time, to develop a general theoretical perspective to underpin them. Neither did I aim to develop transferable knowledge. Having had the opportunity to engage in critical reflection about the research, as well having read widely about the concept of 'partnership' and, in particular 'imposed' partnerships, it is my view that the knowledge identified within the 'imposed' partnership model for ITT could be transferred to other 'imposed' partnership models. Furthermore, I would argue that the theoretical model for the evaluation of a partnership that I present in the final chapter has the potential to be applied more widely.

5. The Publications

To address the lack of an evidence base from which I could draw, I formed a small research group in UWIC to investigate, analyse and evaluate the management processes in practice, in order to make improvements, where appropriate, to the system. Initially, the research group agreed to examine a single programme to ascertain the views of 48 students on their pre- and post-partnership implementation experience (Geen et al. 1998a [Appendix 2]). The conclusion was that the new arrangements for managing their school experience delivered benefits in a range of areas that were not evident or delivered consistently in the previous 'teaching practice' model. The research did indicate that there were areas that required some additional attention and that issues were emerging in relation to the time commitment required of mentors, funding available and the quality assurance processes within the schools: all of which could adversely affect the model for partnership delivery.
A critical analysis of the success factors associated with the management of the partnership with 

As a follow-on from the initial research, emphasis in the second study (Geen et al. 1998b 
[Appendix 3]) was given to the role of the mentors, particularly the senior mentors who are 
designated considerable responsibility for moderating standards and managing the 
schools' responsibilities to the student-teachers. To gain an insight into how effectively 
the mentors were able to fulfill their responsibilities, a questionnaire was issued to 40 
senior mentors and 52 subject mentors. At the same time, a questionnaire was 
distributed to 160 students to triangulate against the perceptions of the mentor group. 
Overall, the research demonstrated that the requirements placed on the mentors were 
being met for the majority of placements, with percentage scores mainly in the 70+ area. 
However, whilst this was a satisfactory return statistically, in reality it indicated that some 
30% of student-teachers were often not receiving what was required. The research 
identified a significant deficit in requirements relating to school-based tutorial and seminar 
programmes and an increased deficit in the requirement on senior mentors to moderate 
standards: 43% of student-teachers received no moderation. Responses from the 
mentors to the questionnaires made clear that a lack of time to undertake their 
responsibilities was the major constraint to the system, particularly for senior mentors who 
were nearly always senior teachers with considerable responsibilities. These factors were 
confirmed in the semi-structured interviews that were undertaken. The next major 
difficulty facing the senior managers was the need to coordinate programmes across up to 
six HEI providers, all with different starting times and differing requirements. Mentors also 
raised the lack of mentor training as an issue; most had received initial training when the 
scheme was introduced (funded by the government as a 'one off' event) but new mentors 
had been identified who had received no training. The lack of funding for the scheme was 
also identified as an issue.
This research provided a sound basis for the enhancement of the partnership model at LWIC. The biannual meetings with school-based partners were designated as mentor conferences, with speakers addressing identified issues and good practice being disseminated. Additionally, I developed mentoring modules for the M.A. Education programme with a fee waiver for staff from partnership schools. Furthermore, I was successful in obtaining funding from the Higher Education Funding Council for Wales (HEFCW, 1998) to produce, in collaboration with a colleague, Dr. Arthur Geen, a distance-learning mentoring programme. The programme was completed and presented at a HEFCW conference in November 2000, and disseminated to all HEI providers in Wales.

Importantly, the UWIC partnership committees considered the need for the senior mentor role to continue to be undertaken exclusively by a senior post-holder and concluded, over the next year, that this role should be seen as a ‘career development opportunity’ for staff: a senior member of staff retaining oversight of the management and quality assurance within their school.

6. Developing the Research

Having discovered that time, resources and a lack of training opportunities were constraints identified by mentors, it was necessary to investigate this further. A questionnaire (Geen et al. 1999a [Appendix 5]) was distributed to the 90 secondary schools working in partnership with UWIC and structured interviews were conducted with 28 mentors who had worked within the partnership since its inception. To triangulate further, 223 student-teachers were issued with a questionnaire to gather their views on
which requirements of the mentors were being met. Generally, improvements in administrative and managerial aspects were recorded over the initial survey (Geen et al. 1998b). High percentage returns were accorded to mentors when acting as role models, the attention that they gave to the standards and their encouragement of the student-teachers to be reflective in their evaluations. However, student-teachers recorded significantly lower scores for activities that required 'time' from their mentor. The returns from the mentor group corroborated this finding, with them identifying a lack of time as the main constraint upon fulfilling their role. Their next concern, in order of priority, was with the lack of funding received by departments: not all departments received all/some/any of the funding that was transferred from UWIC to the school. Finally, they raised again the lack of government support for the training of mentors; they recognised the value of UWIC's mentoring modules but, unfortunately, in many instances, did not have the funding to take advantage of them. Again these items were addressed, with possible ways forward, in the published article.

The outcomes of the research to date, although showing a satisfactory level of improvement in administrative and managerial aspects of the partnership model, did indicate degrees of disparity between schools and departments within the partnership. To investigate this further, a research study was undertaken to evaluate the quality assurance processes being applied. Questionnaires were issued to: 150 schools in partnership with HEIs across Wales and England; 160 students; and, to gain greater insight on the initial returns, 28 mentors were interviewed. The research illustrated some discrepancies between the processes described by the mentors and the reality offered by the student-teachers; however, in many of the important managerial requirements there was close accord (Geen et al. 1999b [Appendix 6]). Interesting perspectives resulted from
the research when mentors were asked for their views on a number of quality assurance issues. Most agreed that schools should have a written, agreed procedure and that different HEIs should agree a common student entitlement, overseen by a General Teaching Council. As with previous outcomes, funding for time and resources was seen as the major inhibitor to progress.

To date, the focus of research had been on the actual implementation of the partnership model, concentrating on the capability of those with managerial roles to undertake their responsibilities and examining the efficiency and consistency of the delivery. However, issues were beginning to emerge over the costs associated with the model. TTA (1999) issued a guidance document on the ways in which resources allocated to HEI providers could be distributed within the partnership. In Wales, a Green Paper (1999) was issued to support the increased demands placed upon ITT providers by the new, statutory requirements (Welsh Office, 1998 [DfEE, 1997]). The Green Paper sought to address the resource issue by indicating that funding for partnerships would be directed to the schools rather than through the HEIs. In response to these issues, a detailed questionnaire was issued to 54 senior and subject mentors, with an additional 21 interviewed, following the analysis of the questionnaires, to explore the initial results in greater depth. The outcome of this research demonstrated that the mentors placed professional development as the greatest benefit (Geen et al. 2000 [Appendix 7]), with supporting new student-teachers in their achievement of qualified teacher status (QTS), as a close second: in all, 19 positive features were identified. When considering the costs of partnership, the mentors identified 11 features, with 'time' being the highest cost, followed closely by 'dealing with weak students'. Financial costs, other than time, were quite low in the priority order and associated with documentation, etc. Finally, the mentors were asked to identify
recommendations. There was considerable agreement with the potential for the government to fund schools directly and to address many of the cost-related issues, including professional development for the mentors. In summary, it was clear that the mentors believed that the advantages offered by partnership clearly outweighed the costs.

Outcomes from the M-level dissertations I supervised, indicated that the coverage of the standards required for QTS pertaining to student-teachers' opportunities to acquire a range of assessment skills, essential to the monitoring of pupil learning and progress, was underdeveloped. The Chief Inspector's annual reports (Estyn, 2000; 2001b) highlighted the issues of assessment and evaluation by teachers and student-teachers as a 'weakness' that impacted on standards. The focus for the next investigation was identified and research involved the distribution of 200 questionnaires to mentors to determine their views on the capabilities of the students in terms of assessment and their own ability to manage the UWIC requirements for school-based assessment. This was supplemented by a questionnaire to 230 student-teachers to ascertain their views on the standard of mentoring for assessment that they had received. Additionally, 21 mentors participated in structured interviews, 17 lesson debriefings by mentors of their student-teachers were audio recorded and the written feedback from mentors on 34 lessons was analysed.

Responses from the questionnaires for both groups demonstrated a high degree of satisfaction with the attention given to assessment (Geen et al. 2001 [Appendix 8]). However, when analysing the audio recordings of the lesson debrief sessions, it was discovered that an average of only 4% of the total time was devoted to the evaluation of assessment processes. The majority of time was dedicated to classroom management and teaching strategies: 42% and 36% respectively. This pattern was replicated in the
structured interviews with mentors, where lesson planning and classroom management were rated most highly as the standards that required the greatest attention. Again, the mentors considered that a lack of time was the main constraint to redressing areas of deficit. To address these issues, the partnership model was augmented, through additional guidance on mentoring and coaching, for the assessment of pupil progress and the evaluation of lessons.

With England in the process of revising its requirements for ITT and the partnership model approaching a decade of implementation, it was agreed to undertake a review of the partnership model to date (Geen & Bassett, 2004 [Appendix 9]). To achieve this, 108 questionnaires were issued to students in 2 HEIs in Wales, followed by interviews with a further 36 students, and 235 questionnaires issued to mentors across England and Wales. The student groups scored highly the effectiveness of mentors, particularly their class-based mentors, in their delivery of the 'apprenticeship' model. There was concern, however, with the attention that mentors gave to the statutory Standards when planning and assessing; the use of competences and the engagement with the reflective practice strategies advocated by the partnership documentation; and, the match between school-based seminars and university-led programmes. The mentors, whilst supportive of the partnership model, were concerned with issues relating to time, different start dates for placement with different partnership HEIs, a lack of resources and a lack of access to mentor training programmes.
A critical analysis of the success factors associated with the management of the partnership with schools model for initial and continuing teacher education, 1998-2008.

7. A critical review of Partnership as an appropriate arrangement to underpin the delivery of Initial Teacher Training

As a result of completing this PhD by Published Works, I have taken the opportunity to consider 'partnership' in a broader sense than that applied only to ITT. In doing so, I have undertaken a critical review of the literature in an attempt to consider definitions of 'partnership' and the ways in which partnership effectiveness may be evaluated. This has resulted in me advancing a conceptual framework for the evaluation of a 'partnership' and the identification of what, I believe, differentiates one partnership from another.

Traditionally, the term 'partnership' has been associated with the business community, where definitions relate to arrangements between two or more parties, setting the legal responsibilities for the sharing of risk and the division of profit and equity when engaged in a specific venture (Business Link, 2008; H.M.Revenue and Customs, 2009; Legal-Zone, 2009). 'Partnership', as a term, has, however, become more widely used in a variety of contexts to describe the working together of organisations and agencies for a multitude of purposes, many of which relate to some aspect of social engineering (Selskey and Parker, 2005; Sulkunen, 2007). A search of literature identifying such processes of working together by different organisations fails to provide the clear definition of 'partnership' that is available to the business and legal sectors, resulting in the use of a term that is often vague and uncertain (Moyles and Stuart, 2003; Brissard, et al. 2004; Tomlinson, 2005).

As Goodlad, and McMannon, (2004, p.2) suggest:

There is a certain mystique about the notion of 'partnership' which seems to defy genuine efforts to grasp it. It is also probably fair to say that 'partnership' is one of 'those vanilla-flavored ideas to which we commonly nod our heads in unthinking approval.'
A critical analysis of the success factors associated with the management of the partnership with schools model for initial and continuing teacher education, 1998-2008.

7.1 Key Principles of Partnership

Given the lack of a formally-accepted definition of 'partnership' when applied to non-profit and social organisations, I have identified, from the literature review, what I would argue are the key principles that underpin the motivation for organisations to work together. The most common element identified from the literature is the desire, by potential partners, to achieve a common purpose (Wilcox, 1994, 1998; Faranak, 2004; Connolly and James, 2006). If this is considered in the context of ITT, it is clear, that whilst schools and HEIs had worked together for a number of years in the training of teachers, with the exception of a few providers (the Sussex model and the Oxford Intern model), the majority of providers identified school placement of students as the focus for their working together. This element was identified as the main purpose for partnership development by the Council for National Academic Awards (CNAA, 1984): extending the recommendation in Circular 3/84 (DES, 1984) that responsibility for school placement be shared. This was, as identified in the previous chapter, the beginning of the statutory requirements for HEIs to form formal partnerships with their schools. Thus, the impetus for partnership development came from an external source, rather than from the parties who would be required to work together. To some extent, this challenges the first of the key principles that underpin a partnership development.

The second key principle identified within the body of literature refers to the articulation of a shared vision which, ‘... permeates the partnership with values, purpose, and integrity for both the how and what of improvement.’ (Turner, 1999, p.1). Within the government circulars, there is little to promote the purpose of the partnership working between HEIs and schools. Crozier et al. (1990, p.44), argue that the vision of the government was to:
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... identify partnership as a functionalist term, implying the 'greater good for all' which would arise from a sinking of differences, a joining of forces and a sharing of experiences ... seen to represent an ideology which glosses control, with the government hoping that its requirement for more school-based 'training' will ensure that 'theory' is reduced and 'classroom competence' increased.

Thus it can be seen from the initial chapter, dealing with the historical context, that the government's requirement for ITT to be delivered in partnership with schools, advances their attempts to place ITT more within the control of schools, decreasing the influence of the HEIs. However, as Selsky and Parker (2005, p.854) suggest, whilst governments encourage partnership as a means of initiating change, the assumptions made are not necessarily based on sound principles:

... the source of the social partnership idea is a growing sense that traditional sector solutions cannot address certain challenges and therefore must be enhanced by learning and borrowing from organizations in other sectors. Two logics are at work here: substitution logic is that each sector has its own "natural" roles and functions in society, but one sector can substitute for another if the natural sector fails to provide the expected product. In contrast, partnership logic is that the sectors are naturally inclined to partner with each other to address emergent societal issues.

Again, as a key principle for the development of a partnership, little attention was given to the articulation of a shared vision by the promoters of the partnership. This does not imply that such opportunities were not taken at a local level, but any such articulation followed the formation of the partnership, rather than being a precursor to its formation. There appears to have been little consideration given to the fact that schools and HEIs may have different perspectives on the central issue - the training of teachers. Moreover, the use of the term 'school' as a partner fails to recognise the differences between schools, in that they are of differing size, attend to differing age phases, are located in different geographic areas and have different demographic demands. Thus, as a 'collective
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partner' they will not necessarily bring a shared vision of their own. As Selsky and Parker (2005, p.851) point out, '... when actors from different sectors focus on the same issue, they are likely to think about it differently, to be motivated by different goals, and to use different approaches.' These differences become more complex and variable within the group labelled collectively as 'schools'. Recognising these differences influence the next group of key principles.

Trust, the respect of individual difference and, equality, form a group of associated requirements that figure within the literature as key principles on which a partnership must be based. However, these are placed in different rank orders by different authors (Weller and Dillon, 1999; Das and Teng, 2001; Tomlinson, 2005; Morse and McNamara, 2006); some being discussed together rather than addressed as separate criteria. Trust and the respect each partner shows for the differences of the other partner(s), is a more ethereal concept to address than that of equality between the partners. Maguire et al. (2001) argue that trust is built through the members constructing new identities for themselves and for others as trustworthy and cooperative partners. These new identities, he argues, are differentiated from one another in terms that are complementary, not competing. Certainly, it is unlikely that any partner will voluntarily work with another if there is little trust or respect; however, in the context of the partnership between schools and HEIs, it must be remembered that, as a result of school-based placements, a degree of trust and respect had been developed through the interactions for students undertaking 'school experience'. The assumption, on behalf of governments, that this was sufficient to promote a partnership, could be challenged. Vangen and Huxham (2003, p.18), support this view by arguing that, ‘... the way that public policy impels organizations into
partnerships ... brings highly disparate organizations together in situations where unequal power relations and the need to protect sectional interests significantly hamper trust building.' Moreover, the statute required HEIs to work with schools, although, no such onus was placed upon the schools:

In a context in which TEIs [Teacher Education Institutions] have to work in partnership with schools but schools are not required to work in partnership with TEIs, the question of the sharing of power is a much more complex one than may be presented in the school-based staff discourses collected and centres around the issue of accountability for the delivery and quality of the initial teacher education provision. This is an issue which is not confined to the Scottish context. In the case of Wales, Bassett (2004: 9) noted that 'the perpetuation of a system which requires one partner to comply with legislative requirements and confers on the other the right to opt in or not is unlikely to encourage the effective development of 'equal partnership'. (Brisard and Smith, 2004b, p.8)

This demonstrates that 'equality' is a term that may be interpreted differently. In one sense, it applies to the sharing of responsibility and risk, something for which the HEIs could not abdicate responsibility. Schools on the other hand have an '... involvement in iTT [that] is a voluntary commitment and one which, if they are found to be failing to deliver adequate quality, they can withdraw from at any time' (Cale and Harris, 2003, p.138).

Within the partnership, equality may also refer to the degree of 'say' or influence that a partner is able to exert. Tomlinson (2005, p.1172), recognises these tensions:

... trust and power are alternative means of managing relations, it is possible to conceive of two contrasting accounts of partnership — one which is more trust focused and one which is more power focused. ... some actors can exercise greater control of the communications process, enabling them to manage agendas, or limit others' participation in key conversations and meetings.
Given that the partnership of ITT providers with schools was initiated by government, with little attention to the key principles identified, it is unsurprising that a variety of models for the delivery and management of the partnerships emerged.

7.2 Models of Partnership

Throughout the mid- and late- 1990s, HEIs formed a number of different partnership arrangements with their schools. Furlong et al. (2000), proffered an ideological continuum of possible relationships that may emerge to address the requirement for ITT to be delivered in partnership, from collaborative partnership, at one end of this continuum, to complementary partnership, at the other. At the collaborative end, they envisaged HEIs and schools operating separately but with complementary responsibilities: there being no attempt to integrate. In contrast, the collaborative model would encompass the key principles of partnership discussed previously, where each partner would commit to the training of teachers and share responsibility for all aspects of this training.

Research studies conducted to test the validity of their continuum concluded that ‘... the forms of partnership being developed between schools and those in higher education, were, for the most part, not those set out in either of the idealized models’ (Furlong et al. 2000, p.96). They explain this by reporting that:

In the overwhelming majority of cases, however, schools were unwilling to take on a more substantial role ... [leaving] ... those in higher education with a considerable degree of responsibility in particular for the management and organisation of the courses, including the organisation of school-based work.
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These findings were supported by research undertaken by Moyles and Stuart (2003, p.34) where they state: '... the reality is that schools do little in the organisation and management of partnership, apart from provide a classroom and a supervising teacher/mentor.' As a result of their research and findings, Furlong et al. (2000, p.117) offer a more grounded description of the partnerships that were formed, referring to them an 'HEI-led' model. They accept that the model has developed from a pragmatic reality: HEIs not being able to find sufficient schools to take on the required responsibility and having insufficient resources to support the degree of liaison necessary.

7.3 Practical Implementation of the 'Partnership with Schools' Model

Initially, as with most ITT providers, the number of schools willing to accept additional responsibility was limited. However, after speaking to Headteachers at their LEA conferences (Appendix 1), engaging them in the design of the programme and providing clear documentation in terms of roles and responsibilities, the number of schools willing to engage grew considerably. Within two years of establishing the 'partnership with schools' model for UWIC, a situation developed where there was a waiting list of schools to enter into partnership. Significantly, a factor missing from the majority of writings on partnership is communication: this is essential, I would argue, to the practical implementation of the partnership rather than being a key principal on which a partnership would be developed. When working with a large number of schools, nearly 400 in total, effective communication was essential. Whereas Headteachers outnumbered university tutors on all of the formal committees (by design), this still left the majority of schools not engaged directly in the decision-making process. To address this, university tutors held regular 'cluster group'
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meetings for the primary age phase and 'subject' meetings for the secondary age phase, where the views of the schools could be gathered and passed to the formal committees. The following diagram illustrates the management structure I designed to involve as many school partners as possible in the decision-making and communication process.

Management and Formal Communication Structure for the 'Partnership with Schools' Model
(Figure 4)
A critical analysis of the success factors associated with the management of the partnership with schools model for initial and continuing teacher education, 1998-2008.

Additionally, minutes of committee meetings, a regular newsletter and an annual conference provided forms of communication that were as inclusive as possible.

Estyn (1999, p.22) in its inspection of the ITT programmes at UWIC, where I was the Head of School, commented, 'There is a high level of awareness of the need for effective communication between partners'. They also recognised the worth of the research into the management of the partnership: 'Research into the development of the partnerships, resulting in a number of publications ... identified aspects of good practice for wider dissemination among schools'. They concluded that, 'The quality of the management of partnership is very good' (p.21): awarding a grade 1.

A further aspect that I would include relates to the benefits derived by each partner. Initially, for the HEI, this would be sufficient placements in schools that were providing effective experiences. For the schools, other than a commitment to their profession, little benefit was originally identified. However, it became apparent that there were benefits to the schools in terms of professional development for their staff. This was built upon within the UWIC partnership to offer accredited programmes at reduced rates, accredited mentor training and priority placements for subject specialists to support school-based action plans.

Upon reflection, I would argue that the research undertaken by myself and colleagues within the team I led made a significant difference to the management and overall effectiveness of the UWIC partnership (and other partnerships throughout England and Wales, as a result of my leadership of, and presentations to, APTE). The outcomes of the research being disseminated and informing change. In summary, it may have been more
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appropriate, given the key principles I have identified, to have called the relationship between HEIs and schools, an 'alliance' or 'collaboration'. Although, as has been demonstrated, it was possible to develop genuine partnerships, but not necessarily equal partnerships, as some schools were more involved than others and that the scale and scope of the school partners was extensive. However, looking back, I believe that the research concentrated specifically on the pragmatic implementation of the management processes; this was vital at the stage which the partnership had reached.


I will distinguish now between the partnerships within the business world, where a definition and legal framework is clear, and those formed as a result of 'government' diktat, where clarity of definition has been shown to be lacking. Primarily, the issue under consideration is that associated with a government-directed partnership, where the initial 'key principal' that I have identified, 'motivation' from each partner to work together, was not the driving force behind the partnership. I will call this form of partnership, an 'imposed' partnership model. Moreover, as I have established, the second of the key principles, a shared vision, is not a characteristic feature of the imposed partnership model. Similarly, trust for each partner and the respect that each has of the other, are key principles which are not necessarily evident when an imposed partnership is formed. Finally, the issue of equality may not be a feature of the imposed partnership model. In the case of ITT, however, if equality, in addition to the features I identified earlier, also relates to the 'power balance' (Tomlinson, 2005; Morse and McNamara, 2006), then within
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this context, where the HEIs control the finances, the schools have a counterbalance in that they do not have to be in partnership: the HEIs need the schools.

I would argue that Furlong et al. (2000) could have combined their models rather than replace one with another. Whilst the 'imposed' partnerships do not form as a result of the key principals identified, they can achieve most or all these features over time. I would argue that partnerships should be considered as 'dynamic' rather than 'static'; having the potential to develop. If this position is accepted, then the continuum that they identify could be re-examined. Within the HEI-led model, partners could, as trust and respect developed, understand through discourse each other's perspectives and ultimately arrive at a shared vision. During this process, the issues of equality would be re-balanced, enabling a move from the 'complementary model' to the 'collaborative model' and from a predominantly 'HEI-led' model to a more 'partnership of equals' model. This, more appropriately describes the situation I designed and managed within UWIC.

I would also suggest that imposed partnerships may be better considered as either a 'Functional' partnership, where it is effective in meeting the statutory demands and providing effective training or a, 'Vision-Led' partnership, where the partners do achieve a shared vision which includes value-added aspects, e.g. that the partnership attends to CPD as well as ITT, and demonstrate their commitment to this. This latter term would encompass all that is necessary of the 'functional partnership' but would consider value-added aspects across the range of provision, promoting the dynamic aspect of the partnership. Additionally, I would argue that greater attention be given to the early stages of the partnership formation and would identify this as the 'Pre-Functional' stage. For all
partnership development, even imposed models, this is an essential phase where the 'needed' partner(s) is/are persuaded to commit.

Continuum for the evaluation of the partnership
(Figure 5)

Pre-Functional: Initial formation phase
Functional: concentration on the effectiveness of the processes and systems
Vision-Led: achieves the key principles and has effective processes and systems

The above model demonstrates the dynamic nature of a given partnership and, I would argue, could be applied to all partnerships. Fundamentally, at a pragmatic level, partnerships must be evaluated against their level of outcome and practical effectiveness; this goes only part way to understanding their efficiency. Hence, for a Functional partnership, such assurances would be satisfactory but would not necessarily advance the partnership along the continuum I advocate. To evaluate the Vision-Led partnership would require a review of the key principles which form the raison d'être for the partnership, the value-laden, conceptual underpinning of: motivation, shared vision, trust, respect and equality.

The Functional partnership may be described as an end product in itself; it has achieved its purpose of being effective. However, the Vision-Led partnership would be a means to an end: that of achieving its shared vision. It would be possible for what, at a given stage in its development, could be described as a Vision-Led partnership, to regress to a Functional partnership if it concentrates its discourse solely on pragmatic evaluation or, for
what starts as a Functional partnership to move toward the Vision-Led model if it seeks to encompass the key principles identified. The recognition that partnerships may occupy different positions on the continuum, at different stages in their development, recognises that changes of personnel may also affect the attention members give to functionality or vision. Therefore, there is a need for a partnership to evaluate its stance and position, over time, on the key principles, in addition to the pragmatic and mechanistic processes, to assure itself that:

There is still a shared vision;
The motivation to work together remains;
Partners trust each other;
Partners respect the views of each other;
There is a perception of equality for: decision making, the sharing of responsibility and the exercise of power.

In offering the above, I am not making a judgment on either model. Functional partnerships are as valid as Vision-Led partnerships in terms of ITT, in that they exist to ensure the students achieve the standards for Qualified Teacher Status. The Vision-Led partnerships, in this context, must also achieve this but will seek to make the most from working with their partners in areas where they have agreed a 'shared vision'. 
9. Current Research

My research interests have diversified during the past few years; however, I am currently analysing data from four HEI partnerships in Wales to ascertain the extent to which mentors' views have changed over the last decade and a half of government managerialism over ITT. My initial research indicated that mentors were looking at a more restricted set of capabilities than the HEI tutors when assessing student teachers. Given the number of policy requirements and changes to the standards for ITT within this period, I am interested to know whether there has been a 'shift' in thinking by the mentors. To achieve this, I have collected lesson observation sheets, written by the mentors, from 103 students (with between four and six sheets per student) and 36 HEI tutor observation sheets on a selection of these students (March 2008).

Additionally, I will develop further, and 'test', the model that I have proposed for the Evaluation of Partnerships. This will enable me to ascertain whether partnerships do occupy different positions along the continuum identified at different stages in their development. Moreover, it will enable me to identify what factors determine the change: the main drivers. I will be interested to investigate this model within a range of partnerships to decide whether, as a model, it may be generalized and whether the key principles that I have identified are the correct ones.
10. Summary

I would argue that I have demonstrated the ways in which my research has created a knowledge base for the management of the partnership with schools model for the delivery of ITT, not only in Wales but also in England and Scotland. Through ten years of research into this area, the research output, (which has also informed numerous conference deliveries), has provided information on the ways in which partnership was being managed by HEIs and schools, at a time when few researchers were devoting attention to this aspect. Additionally, it has enabled me to undertake my management of this area effectively, with Estyn (1999, p.22) awarding a Grade 1 for ‘Management and Quality Assurance’ in their inspection of UWIC’s ITT provision whilst I was the Head of School. Estyn indicated the impact that the partnership was having on the raising of standards in the schools by stating: ‘Many schools report significant benefits to staff and pupils through their involvement in the partnership. … involvement contributes to increased understanding by teachers of effective classroom practice, notably in relation to the assessment of pupils or matching work to pupils’ needs.’ When inspecting my current HEI, where I am Head of School, they stated (Estyn, 2003 p. 13), ‘The partnership is a vibrant and responsive one with several excellent features. … Schools show a strong commitment to developing the partnership’. This demonstrates further that the research, in addition to being disseminated via publications and presentations, has had an immediate impact on the partnerships that I have managed. Whilst there have been numerous successes resulting from my research into this area, the fundamental issues that have been identified and that have formed the ‘recommendations’ advice in each publication, remain largely unaddressed.
A critical analysis of the success factors associated with the management of the partnership with schools model for initial and continuing teacher education, 1998-2008.

However, there can be little doubt that the partnership with schools model has had an impact on the quality of ITT. Moreover, the potential for expansion into the equally important area of CPD for teachers cannot be ignored. The significance of managing a teacher’s career progression, recognising and defining the milestones that should be passed through accredited qualifications, is essential if the United Kingdom, and Wales in particular, wishes to achieve the goal of a world-class educational system. Investment of time, funding and research into the management of a teacher’s career development is essential if the aspiration of Sparks (2005, p.244) is to become a reality:

*There are few greater gifts that one generation of educators can give to the next and that schools can give to their communities – teachers who continuously improve their teaching for the benefit of all their students.*
A critical analysis of the success factors associated with the management of the partnership with schools model for initial and continuing teacher education, 1998-2008.

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Appendices
Appendix 1

Partnership-related Presentations
Partnership Related Presentations

1995 ‘Mentoring and the Requirements for Partnership’: South Wales Headteachers’ Association: Cardiff


1995-96 ‘The Potential for Partnership and the Development of the Profession’ Cardiff, Mid Glamorgan and South Glamorgan LEA Headteacher conferences associated with partnership issues.


1998 ‘Maximising the benefits of Partnership’, Standing Conference of Partnership Administrators, July conference: Sheffield University

1999 ‘Assessing the Value of Inspection: A Lesson in Objectivity.’ Association of Partnership in Teacher Education, November conference: NEWI

2000 HEFCW /ITT Partnership Initiative Dissemination Seminar: ‘Distance Learning for Mentors’, February UWIC


2000 ‘Turning Back the Clock: Effective Partnerships for HEIs and LEAs’, Association of Partnership in Teacher Education, July conference: Bishop Grossteste College, Lincoln

2001 National Association of Primary Teacher Education Conference ‘The Impact of Partnership on Teacher Education and Teachers’ Staff Development’ September, Oxford University

2001 ‘Supporting Student-Teachers in the Assessment of Pupil Progress. A presentation based on personal research findings, Ofsted and Estyn reporting evidence’ Association of Partnership in Teacher Education (Teacher/Mentor conference), November conference: Newman College

2001 UCET National Conference: Member of the Open Forum Panel representing Partnership and CPD: Leicester
Introducing the new statutory requirements for ITET providers – ‘Qualifying to Teach’.


2003 ‘Compliance-driven Quality Assurance and Partnership – A Receipt for Tension; UWIC and University of Swansea, Education Staff Conference. July, UWIC


2004 Partnership; A National (Wales) Perspective: APTE Schools’ Conference – July, Newman College, Birmingham

2006 ContinYou Cymru: Building Learning Communities-Accrediting Informal Education, March, Llandrindod Wells

2006 Work-based Learning – the Contribution to Economic Development. National Conference organised at NEWI with representatives from 26 UK HEIs attending, speakers from Foundation Degrees Forward, QAA, Estyn and best practice speakers. I organised the conference, undertook the role of Conference Chair and led a discussion group ‘The Importance of Partnership’ October, NEWI.


2007 Volunteers for Action Conference, Planning for Informal Education, Llandrindod Wells September


N.B.

The above list does not include the presentations given to the UWIC annual partnership conferences 1996-1999.

Also, it does not include national and regional groups.
THE CONCEPT OF PARTNERSHIP IN INITIAL TEACHER EDUCATION:
PERCEPTIONS OF UWIC STUDENTS
Arthur Geen, Phil Bassett, Lesley Douglas, Jayne Davies

Abstract
Analysis of questionnaires completed by students on UWIC’s BA (Ed) course in secondary drama would suggest that the changes recently implemented in initial teacher education (ITE) by central government have been beneficial. The creation of ‘partnership’ agreements between higher education institutions (HEIs) and schools has helped to clarify the respective roles of the various ITE providers and has led to the establishment of a student entitlement. However, some problems were identified in the survey, and it is concluded that attention should now be paid to the introduction of a centralised curriculum which would define both the content and the organisation of ITE courses in schools and colleges.

The Concept Of Partnership In Initial Teacher Education: Perceptions Of UWIC Students
Many innovations have taken place in recent years in the organisation of ITE. Since the publication of DfE circular 9/92 HEIs have been required to enter into formal partnership agreements with schools which outline the respective roles and duties of school staff - usually known as ‘mentors’ - and college tutors in the training of students. Specific competences have also been defined by the Department for Education and Employment (DfEE) which trainees must master before they can be awarded qualified teacher status (DfE, 1992). This paper reports the principal findings of a small-scale research project conducted over the academic years 1995-97 to ascertain the views of a sample of UWIC students on the BA (Ed) course in Secondary Drama concerning the impact of these changes.

The Reorganisation Of ITE: the Concept of Partnership and Competence-based Assessment
Traditionally, responsibility for ITE courses has rested with college authorities within the framework determined by the Council for the Accreditation of Teacher Education (CATE) and the Secretary Of State for Education. Before the institution of partnership arrangements teachers at schools which accommodated UWIC secondary drama students received a handbook informing them of the University of Wales and government regulations, the overall pattern of teaching practice and basic expectations in terms of the number of lessons which students were to take at each stage of their course. However, the roles of school staff were not delineated with any precision and no specific criteria were established for assessing students’ teaching capability. Aspects of good practice might be discussed during college tutors’ visits to schools or at meetings held at the university; but, beyond this, the actual training programme was a large extent left to the discretion of senior and departmental staff at each school.

As the result of the demands of central government announced in circular 9/92, the BA (Ed) course has been substantially revised, and from September 1994 a partnership document has pinpointed the function of school mentors, of whom there are two categories. The subject mentor, in most cases the head of department, is expected to provide students with copies of all relevant schemes of work, information relating to rules and discipline and details of procedures for assessing pupils’ achievements. He/she is also required to operate an incremental approach to student’s classroom experience, whereby, after observing a variety of drama lessons, they progress to collaborative teaching, instructing and supervising small groups of pupils, assuming responsibility for parts of a lesson only, directing learning activities with support from experienced teachers and finally organising the work of a full class unsuited. Throughout these stages subject mentors and their colleagues are requested to advise on teaching methodology, classroom management and assessment, to help with lesson planning, to observe trainees’ teaching at least once a week, to provide constructive feedback both orally and in writing, to review their overall progress at regular intervals and to encourage them to think critically about their classroom experience.

The role of the senior mentor, usually the deputy headteacher, is central to the aim of developing a wider understanding of crucial educational, legal and professional issues. Hence, fundamental duties are: to outline the management structure and organisation of the school; to provide up-to-date statements of whole-school policies; to allow students to observe the work of one class over a significant period of time so that they can compare teaching styles in relation to the different subjects of the national curriculum; to make arrangements for them to shadow a form tutor within the system of pastoral care; and to permit them, where appropriate, to attend staff meetings. Senior mentors are also requested to organise weekly tutorials, the content of which should correlate with the educational studies conducted at UWIC to enable trainee teachers to apply concepts acquired in their academic studies to the practical situation in their school.

Students’ classroom performance is assessed in the first instance by subject mentors and moderated by senior mentors, college tutors and external examiners. In this process reference must be made to a list of competences set out in circular 9/92, for example, the ability to decide when teaching the whole class, groups, pairs or
individuals is appropriate. From September 1998 these competences are replaced with a series of standards, outlined in DfEE circular 10/97. The UWIC partnership document further states that school staff should encourage students to act as ‘reflective practitioners’, (Loughran, 1996; Schon, 1983) by regularly evaluating their own teaching, compiling appropriate action plans and setting themselves targets for future lessons.

The Research Study: Students’ Perceptions
In order to gauge the views of drama students concerning these developments the two cohorts which had completed their course during the 1995-96 and 1996-97 sessions were issued with a questionnaire instructing them to compare their school experience in the periods before and after the introduction of the partnership agreement and competence-based assessment. Seventeen questionnaires were duly completed and returned. At the same time further comments were invited from another 31 students who had attended schools in the period 1994-1997 under the reorganised system.

(a) The Pre-partnership Regime
In describing their initiation into the classroom before the inception of partnership the majority of respondents conceded that they had received a reasonable degree of support from departmental staff inasmuch as they had been able to take full lessons with pupils of different ages and abilities, had had their teaching observed and had for the most part received helpful feedback. However, it was apparent that the provision made in the different schools was by no means consistent and several areas of concern were reported.

In the first place, essential information was not always made available. Less than a third of the 17 students received copies of the syllabuses and course outlines they needed, 95% failed to obtain a statement of the Drama Department’s policy on discipline and behaviour and only one succeeded in acquiring details of assessment procedures. Consequently, there was some confusion surrounding lesson content and the standards required of pupils.

Nor was the incremental approach universally adopted. 63% of students had little opportunity to observe a sequence of drama lessons, 65% were unable to participate in team teaching or to supervise small groups, and 64% found that no arrangements had been made for them to focus upon short sections of a lesson before assuming responsibility for full classes. The consensus was that under this regime first year students were very much thrown in at the deep end’. A further problem was the inability of teachers to find time to discuss with students their lesson plans before a class was actually taken (71%–).

Even greater dissatisfaction was expressed with the provision made for the development of students’ knowledge of wider educational issues. Not one of the 17 students had been offered an overview of the school’s organisation and only 41% had received information on key policies. The opportunity to shadow a teacher of a subject other than drama was restricted to two institutions, 82% of students had not been able to observe tutors working within the system of pastoral care and only 12% had been accorded an invitation to attend a staff meeting.

Tutorials with the senior staff in charge of students were non-existent. One student stated that ‘a brief welcome and preliminary meeting took place, but no tutorials were arranged and therefore no professional relationship could be established’.

A second student added that she had felt ‘like an outsider while on school experience in my first year’.

Clearly, many valuable opportunities for extending students’ understanding were being missed.

As for assessment, 82% of the sample were at no stage clear about the criteria which were being used for the evaluation of their teaching. As one student commented, ‘I was told to get on with the teaching, but I didn’t really know what was expected of me.’

Moreover, only 14% felt that they had been encouraged to reflect critically upon their teaching capability and to evaluate their own performance.

(b) The Partnership Regime
Responses to the questionnaire suggest that the institution of the partnership system has been highly advantageous. Of the 48 students who described their school experience under this regime, 83% had received departmental schemes of work and 86% copies of policy documents governing rules, discipline and assessment. 93% had been able to observe lessons, 94% to engage in collaborative teaching, 88% to instruct small groups and 97% to assume responsibility for parts of a lesson during their first weeks at the school. 95% described the advice, support and guidance offered by subject mentors as ‘excellent’, 83% had been able to refine their lesson planning in discussion with members of the department and all respondents expressed total satisfaction with debriefing sessions in relation to their overall progress.

It would further appear that reorganisation has had some impact upon students, initiation into aspects of education outside the teaching of their discipline. 66% of the sample obtained information about the school’s management structure and 95% were provided with documentation with respect to a range of important policies. 57% were able to observe lessons outside
their specialism, 56% shadowed a form tutor and 67% attended staff meetings.

The new system of assessment was also welcomed. 54% of students rated the feedback they received from subject and senior mentors as highly constructive and felt that the establishment of a set of competences had the advantage that they knew before entering the school the standards by which they would be judged. The same percentage affirmed that their mentors had expected them to take responsibility for their own assessment and that critical reflection in terms of pre-specified standards upon practice was a valuable technique in learning to teach.

Consequently, one student who had started the course before the terms of circular 9/92 had come into force, expressed the view that 'there was a big difference from my first year. The later experiences were far better organised.'

Future Policy
Although the findings of the survey indicate that recent government initiatives have been beneficial, there are still issues which need to be addressed. In some schools certain aspects of the partnership agreement were still not being fulfilled. Most students who had experienced both systems felt that subject mentors had a better understanding of their role under partnership than had been the case during the academic years 1992-3 and 1993-4. However, the senior mentor role was seen to be an area where further changes were needed. For example, only 34% of these mentors organised weekly tutorials and of the students who attended them 63% could not discern any relationship between the content of these classes and the topics covered in their college course.

The main reason for this is that many of the schools in which UWIC students are located have entered into partnership with other HEIs, all of which operate different patterns of school experience and diverse approaches to the teaching of educational issues. This creates insuperable difficulties for senior mentors who are faced with the task of catering for students from as many as six universities. Conducting separate sessions with students from each college would be time-consuming, while the alternative strategy of holding a single class each week based upon the scheme of work devised at one HEI would be unfair to trainee teachers from the other institutions.

Further developments in ITE are imminent as the result of the policies announced in DFEE circular 10/97, though it is unlikely that they will alleviate the difficulties identified in the survey. The only remedy is the creation of a national curriculum for ITE which would stipulate a minimum student entitlement, the periods of school experience to be adopted on concurrent training courses and the content of the educational studies component required of students seeking qualified teacher status. Governors should then be obliged by law to ensure that the provision made for students in their school conforms with government expectations, and funding should be available from the DFEE and Welsh Office for schools committed to the training of teachers to ensure that mentors have adequate time to fulfil their responsibilities. The implementation of quality assurance mechanism in schools may also be desirable; the completion of rating scales and questionnaires by student towards the end of their school experience would enable governors to evaluate the effectiveness of the programmes they offer and assist them in the planning of improvements. It is also important that regular staff development is organised by HEIs to allow mentors to be aware of good practice in ITE, to provide a forum for the discussion of any problems encountered in partnership and to facilitate the search for possible solutions.

References

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Appendix 3

Developing Partnership in Initial Teacher Education: The Role of the Senior Mentor

ARTHUR GEEN, PHIL BASSETT & LESLEY DOUGLAS

The system of partnership between secondary schools and higher education institutions in the delivery of initial teacher education (ITE) has now been in operation in south-east Wales for four years. By means of questionnaires and interviews with school staff and students on the secondary PGCE course offered by the University of Wales Institute, Cardiff (UWIC), the effectiveness of this system is investigated with reference to the role of the senior mentor who has overall responsibility for the organisation and co-ordination of the programme of ITE in schools, the planning of tutorial classes for students and the moderation of their teaching competence. The results of the survey suggest considerable variation in the schools in relation to the provision made for trainee teachers; and several constraints are identified which present these mentors from fulfilling all the duties outlined in the partnership agreement with the University, especially the time factor, the need to cater for students from several colleges all of which operate different patterns of school experience and approaches to the teaching of educational studies, and lack of funding for the training of new mentors. On the basis of the comments received, suggestions are put forward for strengthening partnerships and improving the quality of students' experiences; the possibility of dividing the functions of the senior mentor role among two or more staff; the planning of individual curricula for ITE to ensure consistency and uniformity in schools and institutes; the introduction of regular INSET for mentors; the use of 'link' tutors; and the creation of problem-solving teams comprising mentors and college tutors. 'The views' of mentors are also ascertained on government policy for school-centred training in which higher education would play little or no part.

Introduction

Welsh Office Circular 35/92 requires higher education institutions (HEIs) offering courses of initial teacher education (ITE) to operate in partnership with staff in local schools. There is to be a clear-cut division of responsibilities, and in most secondary schools which accommodate students a senior mentor is appointed to organize the framework of ITE within the school, to
co-ordinate the students' experience, including a programme of tutorial classes, to monitor the assessments made by subject mentors and to maintain regular contact with the HEI. Duties performed by the 'school organizer', 'professional tutor' or 'teacher tutor', as the senior mentor is also known, are discussed in much of the literature on school-based training. 2

This article reports research conducted at the University of Wales Institute, Cardiff (UWIC) during the academic session 1996-7 into the role of the senior mentor in secondary schools in partnership with the university. The principal aims were to ascertain the extent to which these mentors were, in practice, able to fulfill the responsibilities delineated in the formal partnership agreement, to identify any constraints they may have encountered and to elicit students' views on the provision made for them in the schools. In the light of the responses received some recommendations are made which, it is hoped, will help to shape future policy within both the UWIC partnership and other similar school-college consortia in Wales.

The main aspects of the role which formed the focus of the study are defined in the UWIC partnership handbook, copies of which are made available to all mentors, students and tutors. Senior mentors are required to familiarize themselves with the expectations of the ITE courses offered at the University, to disseminate appropriate information within their school and to make the necessary arrangements for the induction of students. They are expected to ensure that all trainee teachers receive policy documents governing such key areas as the school curriculum, discipline and assessment and that opportunities are available for them to study the overall organization and administration of the school, to participate in the system of pastoral care, to perform certain of the duties associated with form tutors and to observe lessons in a range of subjects, including personal and social education. Mentors are, moreover, expected to plan and chair tutorials on a weekly basis, seeking, as far as possible, to relate the content to the educational studies component of the college course. Finally, they are to assess at least one lesson given by each student in order to moderate the judgements reached by subject specialists and to liaise with the University authorities regarding their progress.

To facilitate contact between schools and the HEI a partnership office has been established at UWIC to deal with any questions raised by mentors, and full details of all the secondary courses of ITE in operation at the Institute have been dispatched to the schools, together with copies of the material compiled by lecturers to guide students' reading within educational studies. In addition, formal meetings involving senior mentors and tutors are held twice a year with the purpose of bringing to light and resolving any problems which may arise within the partnership, while informal discussions frequently occur when tutors visit the schools.

The main research instrument was a questionnaire concentrating upon the programme offered to the students in the schools, the difficulties mentors may face in meeting the requirements of the partnership agreement, the adequacy of the system implemented to secure liaison between schools and University, and to consolidate mentors' perceptions of current government proposals for the creation of a national curriculum in the field of ITE and the possible extension of school-centred training in which HEIs are to play little or no part. Copies of the questionnaire were dispatched to forty senior mentors in secondary schools in partnership with the university in February 1997, of which twenty-six were duly completed and returned. Ten of the respondents were deputy headteachers, nine heads of department and four heads of school or year. Others included a person with responsibility for newly qualified staff (NQTs), a development and research co-ordinator and a classroom teacher.

At the same time a second questionnaire was administered to 160 students pursuing UWIC's secondary PGCE course to gauge their views concerning the part played by senior mentors in organizing their school experience. Further comments were also received from fifty-two mentors at meetings held at the university during the Lent term of 1997 and from the student leaders representing each of the nine subjects available on the course: art and design; design and technology/home economics; history; mathematics; modern foreign languages; music; physical education; science; and Welsh.

Findings of the survey

(a) Induction of students

The amount of documentation which trainee teachers were provided on arrival at their school seemed to vary among the institutions in partnership with UWIC. Analysis of the questionnaires completed by the students revealed that 87 per cent of them received basic information in the form of a handbook and that 84 per cent acquired a statement of policy on discipline. Guidelines on the curriculum and on assessment were made available to 74 and 58 per cent respectively.

Many students considered that they were well supported in this aspect of their induction programme. One noted that not only had all the relevant policies been provided on the very first day but that a tour of the catchment area had also been arranged by the senior mentor.
In a few cases, however, it was reported that, whereas 'some areas were covered thoroughly, there were huge gaps'. One student felt that her inability to secure a copy of the school's disciplinary code had adversely affected her classroom experience, whilst a second complained that the only document to which she had access was the school prospectus, which did not refer to any depth to conduct, the curriculum or assessment. Three others argued that information had been attained only after frequent requests on their part.

A similar pattern emerged when questions were put concerning the opportunities afforded students to extend their knowledge of teachers' administrative and professional responsibilities. A total of 72 per cent were able to participate in appropriate extra-curricular activities and to work closely with a form tutor within the system of pastoral care, 63 per cent were involved in INSET sessions and 62 per cent received an introduction to the management structure of the school. On the other hand, an invitation to observe the work of the SEN department and lessons in personal and social education was extended to only 49 and 45 per cent respectively, while just 42 per cent shadowed teachers of disciplines other than their own and 32 per cent attended curriculum planning meetings.

At four schools the subject rather than the senior mentor had organized the student's induction, and at least two students had to take the initiative in approaching members of staff before any progress was made. At one school, although the students were encouraged to observe tutorial classes and to accompany teachers outside their subject, no specific arrangements had been made and, being unfamiliar with names, they found it difficult to identify those people who could help. In the event very little was accomplished.

(b) Contact between senior mentors and students

Throughout the first term of the PGCE course students are based at the University Institute for two days a week, during which they study such topics as classroom management, teaching strategies, assessment, special educational needs, pastoral care and legal and professional issues relating to teaching. Mentors are expected to conduct weekly tutorials in which the theoretical perspectives highlighted at the University Institute are applied to policy and practice within their school. It was found that 50 per cent of students attended such classes once a week, 10 per cent once a fortnight, 4 per cent once a month and 10 per cent less frequently than this. Three students claimed that over their entire period at the school only one tutorial had been held, and a quarter of all respondents had no opportunity at all to meet the senior mentor for this purpose. Consequently, some indignant comments were entered on the questionnaire, e.g.

We did not have a single session with the senior mentor when college expected him to see us once a week.

We met the senior mentor on the first day and didn't see him again.

It would have been nice to have had a meeting.

Of the students who were able to participate in school-based tutorials, 41 per cent felt that they correlated well with the University Institute course. At approximately two-fifths of the schools they were thought to have 'introduced real life issues and problems', 'prompted discussion of relevant case studies' and 'offered useful, practical advice'.

Certain strategies were clearly well received. A number of mentors regularly involved staff possessing special expertise, for example, special educational needs co-ordinators, heads of school and timetable managers, which allowed students to put detailed questions on school administration to people with first-hand experience. Others encouraged students to take the lead in chairing seminars later in the term, guiding them to suitable texts and permitting them to interview staff and pupils. Approaches which were also mentioned with approval included the use of videocassettes of lessons as a stimulus for discussion and the inclusion of students in sessions planned for newly qualified teachers, especially those which focused upon classroom control and school organization.

A further 36 per cent of students expressed general satisfaction with the tutorials offered by their mentors, though their relationship with the topics discussed at the college was less obvious. In just under a quarter of cases, however, a more critical stance was taken, some sessions being described as little more than 'a general chat', whilst others were alleged to have been 'unstructured and ill-co-ordinated' or to have dealt with themes which had not been covered at the University or recommended by its staff.

As part of their University-based course students were expected to prepare and deliver a seminar paper on a pertinent topic, which was to be extended at a later stage into a more comprehensive report. As a fundamental aim is the integration of knowledge acquired from reading with school experience, it is desirable that mentors assist them in the preparation of these assignments. In practice, only 15 per cent of senior mentors could find sufficient time to offer advice on the seminar presentation and 23 per cent on the more detailed written exercise.

A further responsibility of the senior mentor is moderation of students' teaching capability. A total of 57 per cent of students were assessed by the senior mentor at some stage during their school experience and 30 per cent
received one formal lesson evaluation in accordance with the partnership documentation and a quarter were appraised on more than one occasion. Of the 160 students, thirteen were visited by the senior mentor more than once a week, six once a week, five once a fortnight and seventeen once a month. A total of 47 per cent considered that the subsequent debriefing sessions had been helpful and that the comments received had been perceptive and useful in setting targets for future lesson-planning.

Encouraging as these findings are, it should be noted that the classroom performance of 43 per cent of students was not monitored at any stage by the senior mentor, who effectively delegated this task to subject specialists and college tutors. Furthermore, where students were observed by the senior mentor, they did not always receive constructive feedback. Thirteen were unclear about the judgement reached on their teaching and three expressed concern that these mentors were not always aware of the most appropriate learning strategies in subjects other than their own.

At the conclusion of the period of school experience students are expected to receive a summative assessment from the senior mentor. The survey revealed that less than half the sample – 46 per cent – had the opportunity formally to discuss their overall progress, though four-fifths of this number considered that the points raised did assist them to establish goals for their next school placement.

(c) Liaison with the higher education institution

Of the mentors 65 per cent considered that arrangements for securing liaison between their school and the education faculty at UWIC were satisfactory. A total of 70 per cent found it necessary to contact the HEI on average once a term by telephone or letter, 12 per cent approached the college once a month, 10 per cent once a week and the remainder only as the need arose. In the majority of cases the first point of contact was the partnership office, though several mentors preferred to speak directly to the respective course leader, the head of partnership or whichever other tutor they deemed to be most appropriate. 60 per cent claimed that their queries were always answered, 35 per cent stated that matters were usually resolved quickly and one replied that, whereas solutions to problems were ultimately found, this was not always accomplished as speedily as he would have wished. The dispatch of information concerning students and the dates of their school experience was thought to be an efficient operation.

Meetings held twice a year at the University Institute to allow tutors and mentors to discuss a range of items were judged to be highly beneficial by all respondents, as was the distribution of the partnership handbook and other relevant course documents, though one senior teacher stressed that there was rarely sufficient time to read all this detailed information with the degree of attention it merited. In the opinion of four-fifths of mentors the receipt of the reading material in educational studies which was issued to the students at the HEI was helpful, while 70 per cent considered the initial training offered by UWIC in 1993 to have been effective in establishing the system of ITB announced in circular 35/92.

As for contact with University Institute tutors who visited the school to monitor students’ progress, two-thirds of respondents contended that, although in principle this should be a valuable mechanism for facilitating links between schools and University, there was always the problem that senior mentors were frequently engaged in other duties when tutors arrived. Where the school catered for trainee teachers offering all the subjects within UWIC’s portfolio of ITE courses, mentors might be expected to deal with up to ten tutors, and this meant that they could not always find time to spend more than a few minutes in conversation with each. Consequently, unless some crisis arose, tutors were more likely to liaise with subject specialists.

Constraints

Replies to the questionnaire would suggest that considerable divergence exists in the quality of mentoring within the schools of south-east Wales. On the one hand there were accolades for mentors who were ‘well organized’, ‘had an excellent way with student teachers’ and were ‘supportive and always at hand with practical, realistic help’. One student described his mentor as ‘an excellent role model of the “good” teacher – well prepared and always available for a general chat during break or lunch’, while a second wrote: ‘I have no negative comment to make. My experience was superb.’

On the other hand, there was a marked degree of discontent in some of the statements entered on the questionnaire and it would appear that at certain schools not all the terms of the partnership agreement were being fulfilled. Typical comments were:

It is hard to know what the senior mentor’s role is. As I haven’t met her at all.

My senior mentor seemed to have no idea about his function. He didn’t even know when I was leaving.

They should be made aware of what the job entails.

Mine never even knew my name.

Arthur Gee, Phil Bassett & Lezley Douglas
What then were the fundamental barriers which hindered mentors from carrying out their role as stipulated in the University Institute literature? Lack of time was clearly a major constraint in the view of nearly 80 per cent of the school staff. Deputys and heads of department were invariably busy with many other administrative duties, while the classroom teacher who had been appointed as senior mentor was allocated only one period a week for work in this area. Most students were well aware of the situation, observing that 'teachers were overworked and overwhelmed', that 'no support was available because of the time factor' and that 'as a deputy headteacher she is extremely busy and I have had no contact with her since day one'.

Similarly, time could be a problem for students. In subjects such as physical education participation in extra-curricular activities is essential and often this encroached upon the time set aside for tutorials with the senior mentor. Again, some students found lesson preparation to be so demanding that it left few opportunities for other forms of school experience, especially in the early stages of the academic year.

A second difficulty for mentors was the complexity of planning a coherent programme for students who were registered at as many as six separate colleges, each of which operated its own distinctive pattern of school experience and syllabuses in educational studies. Under the UWIC scheme, for example, during the period from October to December students are located at the school for three days a week, whereas other HEIs prefer systems of block practice. Moreover, students were likely to arrive at the school at different points in the year. Fourteen of the twenty-six mentors who returned the questionnaire and thirty-four of the fifty-two who submitted evidence orally at UWIC stated that in the light of the conflicting demands of all these colleges it was extremely difficult for them to organize induction activities and tutorials with students which would satisfy all the parties concerned.

This problem was compounded by the fact that several discrete ITE courses are available within many of the HEIs. Thus, as well as offering the PGCE, UWIC has established a four-year concurrent ITE course in drama and two-year BA (Ed.) courses in music and Welsh. Periods of school experience vary from four to fourteen weeks, while one-day visits are also organized. For a third of the mentors the task of reconciling the requirements of all these courses was by far the most imposing constraint they faced.

Lack of training for school staff committed to ITE was another factor, and several areas of concern were listed. In the first instance, some senior staff who had attended training sessions at the University in the summer of 1993 had either retired or taken up posts in other schools. Their mantle had then fallen upon colleagues who had received little or no appropriate staff development. Indeed, of the mentors who completed the questionnaire, four had undertaken no training whatsoever. Although one respondent contended that only minimal instruction was needed and that it should be limited to the definition of respective roles, the consensus was that more extensive INSET was essential and that prime topics for consideration were techniques for supporting and guiding students in the classroom, skills in mentoring, assessment and profiling.

It was also argued that training should not be confined to senior staff; new subject mentors were appointed each year and all members of a department who worked with trainee teachers should be involved to 'ensure continuity and fairness for all students' and to 'create a whole-school ethos for dealing with and helping new entrants to the profession'. The absence of resources allocated by the Welsh Office for training beyond the funds granted to launch the partnership during the period 1992–4 was bitterly criticized, and respondents were adamant that, unless the cost of supply cover was met, courses of the desired duration would not be possible.

The question of costs was again raised by 12 per cent of mentors in relation to the photocopying needed to provide all students with school policy documents. In some instances up to twenty copies were required at any one time, and, since the Secretaries of State for Education and Employment and for Wales expect PGCE students to attend at least two schools, it was necessary to cater annually for two separate cohorts.

**Recommendations for future policy**

In the light of these observations, it is suggested that the following courses of action might be adopted to obviate the worst of the problems to which mentors drew attention.

(a) **The time factor**

Lack of time was an issue constantly raised by both mentors and students. It is therefore imperative that the governors, headteachers and curriculum administrators of schools which are committed to ITE should ensure that sufficient hours are allocated to senior mentors to familiarize themselves with the documentation provided by the HEI, to hold one formal tutorial each week with students, and, in the interests of moderation and the need to maintain consistent standards, to observe their teaching at least one lesson. Clearly, this recommendation has implications for resources, and central
government needs to take into account the importance of the mentor's role when decisions are taken concerning the allocation of funds.

(b) Clarification of roles and responsibilities
At some schools it was evident that certain of the senior mentor's functions were being performed by subject specialists. Thus, one student wrote that she 'never saw the senior mentor as the subject mentor did it all'. It would therefore seem to be desirable to clarify policy on the precise responsibilities of staff working within ITE.

Where deputy headteachers are heavily engaged in pastoral and administrative duties, there is a strong case for delegating the senior mentor role, wholly or partly, to colleagues who have the time and commitment to offer the degree of assistance needed by students. Support for the proposal that two or more people could share the role was manifest in responses to the questionnaire, and it was noted that several advantages would accrue from such an arrangement: a reduction in the amount of time required of each person; the chance for students to receive advice from staff with experience of more than one curricular area; and dual monitoring of classroom performance. In addition, by spreading the work-load, smaller groups of students could be created for tutorial classes, further opportunities would be made available for specialisation in mentoring and additional posts of responsibility could be created. If this policy were to be implemented, it is, of course, imperative that the activities to be performed by each teacher should be carefully recorded so that no overlaps occur. Guidelines could be set out in the HEI's handbook and in appropriate documents published by OHMCI for Wales.3

(c) Feedback on the student experience
It might be helpful if mentors were fully informed of the views of students concerning the quality of their experience at the school. Review procedures in the form of a short questionnaire could be employed towards the end of each student's period of attendance, and, where the provision fell short of the terms laid down in the partnership agreement, they would be made aware of this fact and could plan appropriate action. Quality assurance measures of this nature have been successfully utilized at UWIC and other colleges for some years and may be equally valuable in schools.

(d) A National Curriculum for ITE
It has been shown that mentors have encountered major problems in their endeavours to devise a programme of activities for students following radically different syllabuses offered at the various HEIs. The only permanent solution is the introduction of a national curriculum for ITE which would impose a common pattern of school experience on all PGCE and BA (Ed.) courses across the UK, determine the content of the educational studies component of these courses and define a minimum entitlement for trainee teachers, including, for example, the provision of school policy documents, the organization of students' observation, their attendance at planning meetings and the number of tutorials which should be held by senior mentors.

Whereas some reservations were expressed concerning this policy on the grounds that it might result in an overs-prescriptive set of demands from government which would stifle innovation, 61 per cent of mentors and 67 per cent of students welcomed the idea, arguing that it would ensure co-ordination and consistency, standardize the expectations of college and school staff, facilitate the planning of tutorials and aid the implementation of quality assurance procedures. If this step were to be taken, however, it is essential that genuine consultation be initiated, perhaps on the model of the revision of the National Curriculum under the direction of Sir Ron Dearing during the period 1993-4, and that the views of all interested parties be taken fully into account.

(e) Mentor training
If the Welsh Office is committed to improving the quality of partnership, additional funding will be required to maintain the continuous training of mentors, a need which was acknowledged by the Higher Education Funding Council for Wales at its meeting of 3 June 1997. In this survey 70 per cent of participants believed that in-service sessions should be organized on a regular basis - at least once a year - for all staff working with students and that courses should concentrate upon: the planning of students' induction; guided classroom observation; forms of collaborative teaching; strategies for supporting students' classroom experience and developing their knowledge of educational issues; skills vital to the mentor's role (for example effective listening, encouraging students to reflect upon experience, reviewing progress, debriefing and target setting); assessment of the competences listed in circular 35/92; and techniques of profiling.

Feedback to date also indicates a strong degree of support for UWIC's policy of creating a new structure of qualifications specifically for mentors within its framework of postgraduate awards: a certificate for those who successfully complete a taught and an investigational research module in this field; a diploma for teachers who then undertake two further courses focusing upon generic issues in mentoring; and the degree of MA (Ed.) conferred upon
school staff who subsequently submit a dissertation of some 20,080 words. Such a programme of study can build upon initial training, reinforce understanding of the framework of ITE within which mentors operate and enable them to be better informed of current developments in training across the UK. Furthermore, as a result of their reading, investigation and discussion with representatives of other schools, they can formulate recommendations for the improvement of practice within their own institutions.

(f) Resources
Not all students received copies of important school policy statements, which in some cases resulted in uncertainty with regard to the procedures they should follow in the classroom. One remedy is for mentors to utilize some of the funding transferred from HEIs to schools for the purpose of photocopying. Alternatively, students could be allocated a room containing a small library of relevant texts and policy documents, which they could consult at any convenient time.

(g) School-college liaison
Several ideas were advanced for the future development of partnership. A total of 70 per cent of mentors urged the appointment in each college of a link tutor whose function would be to supervise all the students within a group of schools and to serve as the ‘linchpin’ between these schools and the higher education institution. Certain universities, it was noted, did adopt this practice, which had proved to be superior to the regime under which senior mentors were expected to make contact with nearly a dozen subject tutors. Thus, one deputy headteacher stated that such a system ‘would give me confidence to know that someone is at hand who understands my situation’ and that it might result in more reliable moderation since the link tutor would visit a number of schools and observe students teaching a variety of subjects.

A second suggestion, advocated by 42 per cent of the mentors, was that more frequent meetings between HEI and school staff should be held, preferably during the ‘twilight’ hours, though it was noted that for teachers who were committed to a heavy timetable there was a limit to the number of meetings they could attend.

The establishment of problem-solving teams was favoured by 35 per cent of mentors. These teams would consist of representatives of the schools and the University with the aim of pinpointing weaknesses in the current arrangements for ITE, perhaps by the dispatch of a concise questionnaire to mentors, to devise possible solutions and, after consultation, to disseminate recommendations for future practice. A priority for investigation along these lines was thought to be the assessment of teaching competences and the creation of a system which would guarantee consistency of standards among all schools in the consortium.

Finally, it is interesting to record that virtually no support existed for the adoption of school-centred ITE in south-east Wales or for any reduction in the current level of support provided by higher education. Only one of the mentors who completed the questionnaire was prepared to consider this model of ITE and he stressed that generous funding would be an essential condition. A second was unsure of the implications, and the remainder were totally opposed, describing school-centred training as an ‘appalling prospect which would deprofessionalise teaching and turn teachers into artisans’. It was contended that the administrative and supervisory responsibilities of mentors would be increased to an intolerable degree and that they would be unable to find time to carry out these additional duties. Moreover, students benefited from a wider perspective than they could acquire from attendance at only one school; the college course permitted them to discuss with their peers, on ‘neutral territory’, experience which had been gained at a number of different establishments. Development of the existing system was therefore the wish of the majority of senior mentors, and it is hoped that some of the ideas mooted in this paper will be of value in strengthening partnership in years to come.

References
3. For example, the report which at the time of writing (June 1997) was being compiled by OHMCI into good practice in mentoring, based upon visits to HEIs and partner schools in Wales.

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Appendix 4

Letter from Iola Thomas, Estyn
TO WHOM IT MAY CONCERN

INITIAL TEACHER TRAINING PARTNERSHIP
RESEARCH UNDERTAKEN BY MR PHIL BASSETT

I found Mr Bassett’s research very useful indeed. The research:

- Was founded on a thorough knowledge and understanding of Initial Teacher Training and schools’ contribution to it.

- Showed a clear commitment to the development of Partnership, including identification of strategies for increased efficiency.

- Identified and analysed issues, patterns and trends.

- Highlighted good practice and the factors underpinning it.

- Showed ways forward.

- Linked theory to practice.

- Contributed significantly to Estyn’s policies on Initial Teacher Training and the inspection of schools. For instance, the research influenced Estyn’s decision to include in its Schools’ Inspection Handbook a statement recognising the importance of schools’ role in Initial Teacher Training and the need for school inspections to take account of this. It also, together with papers delivered at local and national conferences organised by Mr Bassett, contributed to Estyn’s decision to undertake a survey of the factors that promote good practice in primary and secondary Partnership respectively. The findings of these surveys were delivered to a national conference by Estyn inspectors.

The research therefore certainly had impact and was applied.

Iola Thomas
Former Estyn Staff Inspector For Teacher Education And Training.
The Role of the Secondary School Subject Mentor: an evaluation of the UWIC experience

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ABSTRACT Since the publication of circular 9/92 the responsibilities of school mentors have been considerably increased. In this article an account is given of the role of the subject mentor within the secondary school partnership operated by the University of Wales Institute, Cardiff as it has evolved over the past five years. An evaluation of the extent to which teachers at 90 schools have been able to meet all the expectations of this role reveals a number of important constraints, especially time, resources and lack of training for staff newly appointed to the post. In the light of these findings some suggestions are offered for future policy.

In 1992 the then Secretary of State for Education issued new criteria for initial teacher training (ITT) in DFE circular 9/92 which required secondary schools to play a more extensive role as partners of higher education institutions (HEIs). The amount of time students spent in the classroom was increased, and school staff were to be fully involved in the planning and delivery of training courses as well as in the selection and final assessment of trainees. In addition, the circular announced the transfer of funding from HEIs to schools for the purposes of ITT and the introduction of a new system of assessment based upon mastery of 27 'competences' (DFE, 1992).

Since that time further developments have taken place. After outlining its policies in the White Papers Excellence in Schools (DFE, 1997) and Building Excellent Schools Together (Welsh Office, 1997) and consulting interested parties, the newly elected Labour government announced a series of measures in DFE circular 4/98 (DFE, 1998a) and Welsh Office circular 13/98 (Welsh Office, 1998b). Recent innovations have included the substitution of a series of 'standards' for the competences listed in circular 9/92, the implementation of core curricula for trainees in the fields of English, mathematics, science, ICT and Welsh and the creation of a career entry profile (TTA, 1997, 1998).

In order to coordinate their ITT programme in the light of these criteria most secondary schools appoint a 'general', 'professional' or 'senior' mentor with overall
responsibility, while ‘subject mentors’ supervise the progress of trainees within their department (Barker et al., 1994; Shaw, 1995; Tomlinson, 1995; OHMCI, 1998). This article focuses upon the role of the subject mentor in the context of ITT with specific reference to the 90 secondary schools which have entered into partnership with the University of Wales Institute, Cardiff (UWIC) since 1993. First, a brief account will be given of mentors’ duties in the light of the university’s underlying philosophy of teacher education, and then attention will be paid to the extent to which they have been able to fulfil the demands of the role and to any difficulties and constraints which have been experienced. Finally, in the light of this analysis some recommendations will be offered for the future development of the partnership.

The Role of Subject Mentors

In common with other HEIs UWIC has set out the principal responsibilities of the subject mentor in its partnership handbook. These can best be categorised under the following six headings:

1. Providing the Framework for Students’ School Experience

Important aspects of the role include inducting students into the department, providing them with a suitable teaching timetable, and ensuring that they receive constructive, written feedback on observed teaching at least once a week. In addition, mentors are expected to maintain a progress file on each student, to monitor attendance, punctuality and attitude and to hold an hour-long planning, review and guidance meeting every week, culminating in the setting of appropriate targets. A final summative evaluation of trainees’ performance is also to be completed towards the end of each period of school experience.

2. Serving as a Role Model

The partnership handbook acknowledges a degree of value in the ‘apprenticeship’ model of ITT popularised by Professor Anthony O’Hear (1998) and the Hillgate Group (1989) and accepts that certain classroom skills can be best acquired by the emulation of experienced practitioners. Consequently, students on the secondary PGCE course are required to spend the first two weeks of their time in schools observing mentors teach a range of classes and discussing these lessons with them. Observation is to be both general and focused. During the next three weeks they have the opportunity to engage in progressive collaborative teaching with their mentors along the lines advocated by Brooks and Sikes (1997), Hagger et al. (1993) and Tomlinson (1995).

3. Coaching Students in Pre-determined Competences/Standards

Since the publication of circular 9/92 a major function of the subject mentor has been to guide students in the acquisition of the competences required of trainee
teachers by central government, especially those grouped under the headings of subject application, class management, and the assessment and recording of pupils’ achievements. From 1998 it has been necessary for ITT providers to have regard to the more detailed standards listed in DfEE circular 4/98 (DfEE, 1998a).

4. Encouraging Students to Evaluate Their Performance as Reflective Practitioners

There is an extensive literature on the meaning of the ‘reflective practitioner’ and different viewpoints have emerged. Russell (1993), for example, distinguishes ‘ritual knowledge’ and ‘principled knowledge’, while Van Manen (1990) and Zeichner and Liston (1987) make reference to moral and ethical dimensions in any analysis of teaching. A somewhat different approach is adopted by Schon (1983, 1987) who contends that professional artistry can be best promoted by moving from intuitive knowledge-in-action to a verbal reconstruction of events by means of ‘reflection-on-action’. Certain of his ideas are incorporated in the ‘strands of reflection’ model outlined by Della Fish (1995).

Whereas the arguments advanced by these writers will be familiar to teachers who have embarked upon modules concerned with mentoring within UWIC’s framework of postgraduate qualifications, it is recognised that the majority have had little opportunity to consult many books and journals on this subject. Consequently, a relatively simple and flexible system of lesson evaluation has been adopted which, it is hoped, will stimulate trainees to think critically about their teaching and to learn from the experience. At the beginning of each debriefing session they are to be encouraged to analyse the lesson with reference to the achievement of objectives, the quality of the pupils’ learning, perceived strengths in the light of the competences/standards and any modifications they would make if it were to be taught again. The mentor’s part in this process of reflection is to question, prompt, challenge assumptions and seek evidence for value-judgements. The conclusions reached from this interaction are then used to inform future planning.

5. Practising a Range of Interpersonal Skills

When partnership was first established in Cardiff, training to prepare school staff for their role focused inter alia upon the skills outlined in Mentoring: A Core Skills Pack by Acton et al. (1992), notably counselling, communicating clearly to enable students to be fully aware of their level of attainment, offering constructive criticism without damaging their morale, building their confidence, and helping them to manage their time and to resolve classroom problems.

6. Interrelating the School-based and College-based Components of the Course

In order to ensure that the students’ initiation into teaching develops in a logical sequence, it is important that mentors are fully aware of the knowledge, skills and understanding they have acquired at each stage of their college-based programme. To facilitate the interrelationship between school experience and the university
course copies of the students' handbook are dispatched to mentors, outlining on a
daily basis the content of the respective curriculum studies syllabus covered at
UWIC. In addition, they have access to the reading material issued to students and
are able to attend meetings with subject tutors at least twice each year.

Reviewing the Role: methodology

In order to assess the degree to which mentors have been able to conform with this
definition of their role after five years of partnership, a questionnaire was adminis-
tered to all 223 secondary PGCE students towards the end of the 1997/98 session.
A second questionnaire was distributed to subject mentors at the 90 partnership
schools, half of which were completed and returned during the summer term. To
supplement the information gained from these sources interviews were also conduc-
ted with 28 mentors who have accommodated students in their departments each
year since the inception of the current regime. The results obtained are shown
below.

Providing the Framework for School Experience

From Table I it may be observed that a high proportion of the students expressed
satisfaction with the induction arrangements and stated that they had experienced
no difficulties in obtaining departmental schemes of work at an early stage. In all,
94% followed a timetable which enabled them to teach a range of ages and abilities,
84% were appreciative of the advice they received in respect of preparation and
planning and 81% had been able to attend debriefing sessions within two days of a
formal lesson evaluation on the part of their subject mentor. In 61% of cases both
oral and written comments were given.

Nonetheless, some deficiencies were noted. Most seriously, 41% of the students
reported that mentors had not been available for the weekly review and target-setting
session. In reply to the questionnaire one trainee wrote that she had had to wait until
Christmas before any feedback was provided and that the length of the weekly
meetings in the second term had never exceeded 20 minutes. Again, the progress
files of 28% of students had not been kept up to date, and 23% failed to acquire a
final summary report at the end of their period at the school. Nor were the registers
of 23% of the students signed by anyone in the department.

Serving as a Role Model

All members of the PGCE cohort were able to observe lessons and 85% felt that
their mentors demonstrated an excellent variety of teaching strategies and styles.
However, 22% stated that these observations were rarely focused and 17% regretted
that they had not extended across the full age range. As for collaborative teaching,
21% of trainees were unable to work alongside experienced staff or to share in the
planning, preparation, execution and evaluation of their lessons. Hence, valuable
opportunities were lost for questioning teachers concerning their rationale and
TABLE I. Percentages of students expressing satisfaction with the provision made by their subject mentors in the following contexts

<table>
<thead>
<tr>
<th>Context</th>
<th>%</th>
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</thead>
<tbody>
<tr>
<td><strong>Providing the framework for school experience</strong></td>
<td></td>
</tr>
<tr>
<td>providing a timetable to allow for the teaching of a range of ages and abilities</td>
<td>94</td>
</tr>
<tr>
<td>providing departmental schemes of work</td>
<td>85</td>
</tr>
<tr>
<td>offering advice on lesson planning</td>
<td>84</td>
</tr>
<tr>
<td>holding debriefing on lessons within two days</td>
<td>81</td>
</tr>
<tr>
<td>providing a summative profile</td>
<td>77</td>
</tr>
<tr>
<td>signing students' registers</td>
<td>77</td>
</tr>
<tr>
<td>keeping up-to-date progress files on students</td>
<td>72</td>
</tr>
<tr>
<td>offering oral and written comments on students' lessons</td>
<td>61</td>
</tr>
<tr>
<td>being available for a weekly review and target setting</td>
<td>59</td>
</tr>
<tr>
<td><strong>Serving as a role model</strong></td>
<td></td>
</tr>
<tr>
<td>allowing students to observe lessons</td>
<td>100</td>
</tr>
<tr>
<td>demonstrating a variety of teaching styles</td>
<td>85</td>
</tr>
<tr>
<td>organising lesson observation across the whole age range</td>
<td>83</td>
</tr>
<tr>
<td>allowing students to participate in collaborative teaching</td>
<td>79</td>
</tr>
<tr>
<td>allowing students to undertake focused lesson observations</td>
<td>78</td>
</tr>
<tr>
<td><strong>Coaching students in the competences/standards</strong></td>
<td></td>
</tr>
<tr>
<td>(a) Application of subject knowledge</td>
<td></td>
</tr>
<tr>
<td>planning appropriately demanding tasks</td>
<td>92</td>
</tr>
<tr>
<td>presenting subject content clearly and in a stimulating manner</td>
<td>90</td>
</tr>
<tr>
<td>setting suitable lesson objectives</td>
<td>89</td>
</tr>
<tr>
<td>timing and pacing their lessons</td>
<td>88</td>
</tr>
<tr>
<td>utilising NC PoS and ATs in their teaching</td>
<td>86</td>
</tr>
<tr>
<td>ensuring continuity and progression between lessons</td>
<td>86</td>
</tr>
<tr>
<td>employing a range of teaching strategies</td>
<td>81</td>
</tr>
<tr>
<td>consolidating and reinforcing learning</td>
<td>79</td>
</tr>
<tr>
<td>using a range of higher and lower order questions</td>
<td>75</td>
</tr>
<tr>
<td>planning for differentiation</td>
<td>74</td>
</tr>
<tr>
<td>using teaching aids</td>
<td>73</td>
</tr>
<tr>
<td>demonstrating a wide range of teaching skills</td>
<td>69</td>
</tr>
<tr>
<td>involving pupils in planning and assessing their own learning</td>
<td>58</td>
</tr>
<tr>
<td>using ICT in their teaching</td>
<td>53</td>
</tr>
<tr>
<td>(b) Class management</td>
<td></td>
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<tr>
<td>creating and maintaining an orderly learning environment</td>
<td>88</td>
</tr>
<tr>
<td>maintaining interest and motivation</td>
<td>85</td>
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<tr>
<td>having access to a written policy on discipline</td>
<td>81</td>
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<tr>
<td>understanding the system of rewards and sanctions</td>
<td>80</td>
</tr>
<tr>
<td>(c) Assessment and recording pupils' progress</td>
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<tr>
<td>assessing pupils' work</td>
<td>90</td>
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<tr>
<td>following the departments' policy on assessment</td>
<td>79</td>
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<tr>
<td>understanding the criteria for assessing pupils' work</td>
<td>75</td>
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<tr>
<td>receiving feedback on their assessment of pupils' work</td>
<td>60</td>
</tr>
<tr>
<td>receiving clear guidelines on assessment</td>
<td>59</td>
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<tr>
<td>being able to observe teachers assess pupils' work</td>
<td>58</td>
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Coaching Students in the Competences/Standards

The vast majority of students expressed satisfaction with the guidance they received from their mentors in mastering the competences set out in circular 9/92 in relation to the application of subject knowledge. For example, the assistance offered in planning appropriately demanding tasks for pupils was judged to be ‘very valuable’ by 92% of students and the help given in presenting subject content in a clear, stimulating manner was strongly commended by 90%. Similar ratings were given to mentors’ tuition with respect to setting appropriate objectives (89%), incorporating National Curriculum programmes of study into lessons (86%), ensuring continuity and progression between classes (86%) and employing a range of teaching strategies appropriate to the age, ability and attainment of the pupils (81%).

One important competence under the heading of subject application for which students felt that they were not well prepared by their mentors was the use of information and communication technology (ICT). A total of 47% believed that staff at their schools were not always very experienced themselves in this field and that consequently, they were unable to provide many valuable suggestions for employing ICT in lesson planning.

<table>
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<th>Context</th>
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<tr>
<td>Encouraging students to become reflective practitioners</td>
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<tr>
<td>helping them focus upon quality of learning</td>
<td>88</td>
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<tr>
<td>explaining the basis for their judgements</td>
<td>87</td>
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<tr>
<td>helping them evaluate their strengths and weaknesses</td>
<td>85</td>
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<tr>
<td>helping them move from reflection-in-action to reflection-on-action</td>
<td>85</td>
</tr>
<tr>
<td>negotiating targets with them</td>
<td>84</td>
</tr>
<tr>
<td>letting them analyse their own performance</td>
<td>71</td>
</tr>
<tr>
<td>relating lesson evaluation to a wide range of educational issues</td>
<td>71</td>
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<tr>
<td>encouraging reflection upon ethical issues in teaching</td>
<td>70</td>
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<tr>
<td>Practising interpersonal skills:</td>
<td></td>
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<tr>
<td>clear communication</td>
<td>90</td>
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<tr>
<td>challenging students’ thinking without demoralising them</td>
<td>89</td>
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<tr>
<td>explaining the basis for judgements</td>
<td>87</td>
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<tr>
<td>listening to students’ problems</td>
<td>85</td>
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<tr>
<td>counselling students</td>
<td>81</td>
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<tr>
<td>helping students to manage their time</td>
<td>81</td>
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<tr>
<td>Interrelating school and college-based components of the course</td>
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<tr>
<td>using the university’s criteria for lesson evaluation</td>
<td>86</td>
</tr>
<tr>
<td>applying topics covered at the university to school practice</td>
<td>65</td>
</tr>
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</table>

professional craft knowledge by initially working within a framework determined by the mentor and then gradually assuming greater responsibility for the conduct of each lesson.
The mentors' role in developing the competences associated with the management of classes was for the most part well received. Although 19% of respondents claimed that they had not obtained a written statement of policy on departmental rules and procedures for discipline, 88% welcomed the advice offered on the creation and maintenance of a purposeful and orderly environment and 85% stated that they had encountered few difficulties in arousing and retaining their classes' interest and motivation.

The assessment of pupils' achievements was far more problematic. In all, 90% had the opportunity formally to evaluate pupils' work, but 41% were unable to acquire from their teachers specific guidelines on the allocation of marks or grades and 40% received no feedback on the standard and quality of their marking. A total of 25% admitted that they were unclear about the criteria they were supposed to employ and 21% did not have the benefit of a school or departmental policy document on assessment and recording of the type recommended by the former School Curriculum and Assessment Authority (SCAA, 1995).

Overall, four-fifths of the students considered that their tutorials with mentors concerning lesson planning and teaching paid sufficient attention to all the relevant competences. In some instances it was argued that too narrow a range of skills had been examined; differentiation and the use of teaching aids were two areas in which further assistance would have been appreciated.

**Encouraging Students to Become Reflective Practitioners**

The survey suggests that most mentors did endeavour to put into practice strategies designed to promote reflection and self-evaluation. A total of 71% of students were invited to analyse their own performance before the mentor offered his or her judgements. In all, 88% stated that debriefing had taken into account the quality of learning as well as the achievement of objectives, 85% felt that it enabled them to diagnose both their strengths and the competences on which they needed to concentrate and 84% had successfully negotiated targets with their mentor. Moreover, 85% believed that post-lesson discussion had involved depth of thought on their part and that it had helped them move from reflection-in-action to reflection-on-action. A somewhat smaller percentage—70%—stated that moral and ethical issues underlying teaching had been considered in feedback sessions. Only six students complained that their views were totally ignored, that debriefing consisted merely of their listening to the mentor's evaluation of their lesson and that little or no opportunity had been granted them to contribute to the establishment of targets.

**Practising Interpersonal Skills**

It appeared that mentors had successfully developed many of the skills outlined in Acton et al.'s training pack. Their ability to communicate clearly was rated as 'excellent' by 90% of the students, while 89% made the same judgement with respect to their capacity for challenging thinking without damaging the confidence of the mentee. Other skills which were similarly praised included explaining the basis
for value judgements (87%), listening to students' concerns (85%), counselling (81%) and helping with time management (81%). Typical comments entered in this section of the questionnaire were:

My mentor was supportive and extremely helpful.

Excellent and beneficial advice which helped me solve many problems—always sympathetic and approachable.

*Interrelating the School-Based and College-Based Components of the Course*

Some difficulties were reported with this aspect of the role. Some 35% of students could not identify any clear relationship between the tutorials they attended in school and their classes at the university, and 14% received written feedback on their teaching from mentors which was not entered on the forms devised by UWIC. One student expressed concern that the documentation used 'did not reflect what we have been told in college about lesson planning'.

**Constraints**

Three main factors were identified by the mentors as constraints upon their fulfilling all the expectations of the role. Time was the first and foremost of these. Eighty-nine per cent of them were heads of department and had to attend to other important duties. As one noted:

Time is the biggest problem right across the board, and, as a department, we are concerned that we cannot give students as much help and support as we would like.

Because of time pressures it was not always possible for them to study in depth the literature provided by college tutors. Thus, one respondent commented that, however well structured the partnership handbook might be, it was destined to sit upon a shelf unread with a host of other documents. This seems to be the most likely explanation why some mentors did not seem to be familiar with important features of the students' school experience, for example, the organisation of collaborative teaching in the early stages and the use of the university's lesson feedback forms. Nor was time always available for them to examine every section of the relevant subject handbook or the reading materials with which the students had been issued. It is not, therefore, surprising that over a third of these students pointed to a lack of correlation between the college-based and school-based components of the course. Again, the need to deal with other urgent administrative matters prevented some departmental heads from meeting their students each week to review their progress. The summer term was identified as an especially difficult period because of stringent examination procedures.

The second issue which was raised by 39% of mentors was a lack of resources for ITT. Although circular 9/92 requires the transfer of funding from HEIs to schools accommodating students, there is no obligation on governors to guarantee that it is
Role of the Secondary School Subject Mentor

actually spent on teacher training provision. Evidence from the mentors showed that, even where the money provided by UWIC was used for this purpose, it was not always allocated to those departments which received students. Certain aspects of partnership could involve considerable costs—for example, photocopying departmental policy documents—and difficulties arose where the necessary financial support was not forthcoming.

The third factor to which 33% of school staff drew attention was the failure of central government to implement any coherent system of in-service training in the field of mentoring. When the partnership regime was introduced in 1992, some resources were made available by the DFE and Welsh Office for courses to guide subject mentors in their new responsibilities. Since that time many trained staff have retired or moved to other posts and their role has then been taken by colleagues who have received little or no appropriate preparation. Although the Higher Education Funding Council for Wales has recently invited HEIs in the Principality to bid for the financing of projects designed to promote partnership (Higher Education Funding Council for Wales, 1998), there has been no funding for a continuous cycle of training, which in the view of participants in this survey is essential, particularly where schools seek an involvement in ITT for the first time or where inexperienced staff assume the role of mentor. One student was certainly aware of this problem, reporting that at her school the subject mentor had only recently been appointed and was manifestly unclear about her duties.

Recommendations for Future Policy

In the light of these findings several policies can be recommended for the future development of HEI-school partnerships. In the first instance, it is important that the money transferred from HEIs should be utilised solely for the training of students. It may be beneficial if legislation were enacted to make the governors of schools committed to ITT responsible for ensuring that the full student entitlement as defined in the partnership agreement is met and that the funding received from higher education is employed to that end.

Equally important is the allocation of sufficient time to subject mentors to enable them to fulfill all the demands of the role. In some schools where partnership money had been used to create ‘protected time’, an hour or more each week had been entered into mentors’ timetables to allow them to meet their students and discuss their progress on a regular basis. Where this is not possible, it may be advantageous to appoint as subject mentor a teacher who is not a head of department or heavily committed to other administrative tasks. As Corbett and Wright (1993) observe, the role has been successfully performed by younger teachers and those who do not hold senior management positions.

A further desirable development would be the funding by central government of regular training for mentors. Consideration could be given to a scheme whereby schools which have entered into partnership with HEIs devote one of the five INSET days each year to ITT. An inventory of training needs could be undertaken and college tutors invited to attend where appropriate. The development of skills in
ICT was identified as a priority on this study, and we recommend that training be provided in the use of high-speed networks and the National Grid for Learning along the lines described in the Green Papers Teachers: Meeting the Challenge of Change (DFEE, 1998b), The Learning Age: renaissance for a new Britain (DFEE, 1998c) and Learning is for Everybody (Welsh Office, 1998a). The National Grid for Learning, for example, offers links to the DFEE's Standards site which makes available to teachers schemes of work and literacy and numeracy materials. Other important themes for INSET include the assessment and recording by students of pupils' achievements, differentiation, strategies of negotiated learning and, in a minority of cases, good practice in debriefing. It may also be advantageous to promote some discussion of the various theoretical models which have been constructed to encourage students to become reflective practitioners and to examine their implications for lesson evaluation.

Finally, we would suggest that a senior member of staff should undertake an annual audit of the quality of the mentoring offered. Brief questionnaires could be issued to students with the aim of identifying any shortcomings and checking that no key element of the school-based provision was being neglected. Alternatively, students might be requested to complete a tick list as the year advanced, recording the extent to which their mentors fulfilled each requirement of the programme. College tutors would then review these lists at regular intervals and, where serious deficiencies were noted, additional support and training could be provided. In this way it may be possible to resolve some of the difficulties reported by the students, for example, the failure of some mentors to provide opportunities for focused observation and progressive collaborative teaching.

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Welsh Office (1998a) Learning is for Everybody: the BEST for lifelong learning (Cardiff, WO).

Welsh Office (1998b) Requirements for Courses of Initial Teacher Training (Cardiff, WO).

Quality assurance in school-based initial teacher education

ARTHUR GEEN, PHIL BASSETT and LESLEY DOUGLAS
University of Wales Institute, Cardiff

Schools involved in initial teacher education in England and Wales have been expected by central government to operate a number of quality assurance procedures. This paper examines the progress made by a sample of schools in meeting these requirements, reports the views of staff on current developments in this field and offers suggestions for future policy.

Introduction
Recent circulars and policy statements published by the Teacher Training Agency (TTA), Department for Education and Employment (DfEE) and Welsh Office (WO) have all stressed the importance of quality assurance in initial teacher education (ITE). The corporate plan of the TTA, for example, informs readers that the fundamental purpose of that body is 'to promote high quality teaching and teacher education' (TTA, 1995, p. 5), while DfEE circular 4/98 and WO circular 13/98 require higher education institutions (HEIs) and schools committed to the training of teachers to implement procedures designed to guarantee that 'the quality of provision in all aspects of [their] courses is of a consistently high standard' (DfEE, 1998, p. 138; WO, 1998, p. 83). Both circulars prescribe a dozen measures for achieving this aim. Similar expectations are set in other reports and consultation papers issued by government departments and the inspectorate (eg DfE, 1993; DfEE, 1997a; OHMCI, 1998; WO, 1993).

Quality issues
Quality assurance has been defined as 'the management system designed to control activities at all stages ... to prevent quality problems and ensure only conforming products reach the customer' (Munro-Faure and Munro-Faure, 1992, p. 5). Many of the strategies required of ITE providers by the DfEE and WO are derived from the 'total quality management' (TQM) movement associated with W. E. Deming (1986), Joseph Juran (1989) and Philip Crosby (1984) in an industrial setting. These include the precise definition of roles and responsibilities, the organization of appropriate training for all staff to equip them to fulfill their function, the constant review of procedures to guarantee that quality problems do not arise and the use of comments from customers to identify and remedy deficiencies as quickly as possible. Within the context of ITE, other important features of quality assurance include the moderation of standards (DfEE, 1998, p. 138), external audit in the form of regular inspection, the publication of 'league tables' of HEI education departments, and the allocation of funding in the light of inspection reports and such criteria as the number and percentage of students successfully completing courses (TTA, 1995; HEFOW, 1997). Schools Minister Estella Morris has made clear the government's intention that programmes of ITE which are successful in terms of these criteria will be permitted to expand, while those which fail to respond adequately to weaknesses pinpointed in inspection are likely to have accreditation on
the part of the TTA withdrawn (Barnard, 1998). The termination of ITE at La Sainte Union College in Hampshire in 1997 is a prime illustration of this facet of government policy (Gardiner and Barnard, 1997).

Two further initiatives for enhancing quality have been launched by the TTA: its scheme for commissioning and disseminating the findings of research into effective classroom and training practice (TTA, 1995, pp. 18–19), and its recent publicity campaigns for encouraging more highly qualified graduates to consider a career in teaching. In 1997 the Chief Executive of the TTA, Anthea Millett, announced to the educational press a recruitment target by which 95 per cent of postgraduate entrants to ITE by the year 2002 should possess at least a second-class honours degree (Passmore and Lepkowski, 1997), and the following year the Teaching Awards Scheme was launched with the aim of generating publicity and creating a positive image of the profession (Lepkowski, 1998).

Attempts to adapt TQM concepts from an industrial setting to ITE have not been without their critics. Sir William Taylor (1994) has argued that the teacher–student relationship is much more than a one-way provision of goods and services. Education, he contends, ought not to be planned merely to satisfy the wishes of employers; it should seek to redefine their expectations. Moreover, as Delia Fish (1998) notes, colleges and schools are already subjected to many forms of quality assurance from such bodies as the Higher Education Funding Councils, the Higher Education Quality Council and the inspectorate. The imposition of further controls, she contends, is both unnecessary and likely to add a further burden to the workload of teachers, a fear which is shared by West-Burnham (1994) and Sallis (1996). Nor has TQM escaped criticism among industrial consultants. During the 1990s it has been assailed as a philosophy which concentrates too much upon the improvement of existing standards and which does little to stimulate managers to take a wider perspective and explore more radical alternatives (Davies, 1994; Hamer and Champy, 1993; Lawler, 1993).

A further issue is raised by Whitty (1992), who believes that attempts to establish quality controls in the training of teachers would be more successful if there were a sense of partnership between the various stakeholders - the DfEE, WO, HEIs and schools. Government ministers, he argues, have frequently adopted a confrontational manner, and the quango established by them have been deemed to pose a threat to the very existence of ITE providers instead of working with them in a joint venture to raise standards. Similar observations have been made in the Sutherland Report on the pattern of initial teacher training and education in the UK, which advocates revision of the TTA's remit and strongly supports the creation of a General Teaching Council (GTC) to represent 'all those with a legitimate interest in the profession' (National Committee of Inquiry into Higher Education, 1997, p. 25).

Research
During the school year 1997–98 a research project was conducted at the University of Wales Institute, Cardiff (UWIC), with three principal aims. In the first instance it was hoped to ascertain the extent to which the quality assurance mechanisms outlined in DfEE and WO circulars were in fact being employed in a sample of primary and secondary schools across England and Wales. The second objective was to gauge the views of teachers who have responsibility for training students on the optimum methods of quality assurance. Thus, comments were invited on current initiatives and controversies, and respondents were invited to highlight any examples of good practice which had been developed within their schools. The third goal was to utilise the findings of this inquiry to formulate a series of recommendations for future policy.

The principal research instrument was the postal questionnaire. A total of 150 schools were targeted, all of which were in partnership with HEIs in England and Wales to provide facilities for ITE. Altogether, 67 questionnaires were duly completed and returned from secondary schools and 34 from primary schools. At the same time, interviews were organised with 28 teachers whose responsibility included the tutoring of trainees in order to obtain more detailed information on specific issues, and a second, shorter questionnaire was distributed to 180 students on UWIC's post-graduate certificate in education courses. The results were collated during the summer of 1998.

The imp...
The implementation of quality assurance procedures in schools

Analysis of the information obtained from the questionnaires and interviews suggests that a number of gaps exist in the quality assurance procedures relating to ITE operated in both the primary and the secondary sector.

In 68 per cent of the schools documentation had been drawn up to define the roles of staff who acted as mentors to students, and 82 per cent of teachers had been able to attend courses designed to equip them with the knowledge and skills they needed in order to fulfil their responsibilities. This training had been provided by the local HEI in all but two cases where schools themselves had taken the initiative. Three respondents were also studying techniques of mentoring within higher degree courses.

One problem which emerged, however, was the lack of funding available for the training of mentors, a constraint to which the Office of Her Majesty's Chief Inspector of Schools (OHMCI) has also drawn attention (OHMCI, 1996, p. 6). Although central government provided grants for this purpose when partnership was initially established (DfE, 1992), few additional resources have been allocated since then. As members of a school's staff who received appropriate instruction in 1992 and 1993 retire or move to other posts, there is an evident need for a constant cycle of training, and it is important that this is adequately financed.

A very high proportion of respondents - 91 per cent - claimed to have systems in operation for checking that procedures were followed and that, where quality problems emerged, they could be speedily detected and resolved. In the vast majority of cases this meant that the person with overall responsibility for ITE at the school - usually designated as the 'senior mentor', 'general mentor', 'professional tutor' or 'school link tutor' - was expected to supervise the activities of the various 'subject mentors' or 'class teacher tutors' and to ensure that all students at the school were able to undertake the full range of activities set out in the partnership agreement with the respective HEI. Often, these activities consisted of a study of school policy documents governing such key areas as discipline and assessment, observation of the school's management structure and participation in its system of pastoral care; for example, sharing the duties of a form tutor. Moreover, 79 per cent of senior mentors checked that trainees were given constructive written feedback on their teaching at least once a week, 72 per cent required colleagues to send them copies of all formal lesson evaluations and 78 per cent scrutinised the students' files at regular intervals during their school experience.

It is, however, important to observe that there was some discrepancy between the claims of mentors in partnership with UWIC and comments received by means of questionnaires from the students who were located at their schools. For example, whereas over 90 per cent of junior mentors at secondary schools believed that the steps they had taken to guarantee that trainees acquired all the documentation to which they were entitled in the handbook were adequate, 14 per cent of students alleged that they had failed to obtain a copy of the whole-school policy for discipline and 42 per cent information relating to assessment. It therefore appears that the quality controls employed by certain of the mentors were in practice less effective than they realised.

From the interviews it is possible to suggest reasons for this breakdown in the quality assurance process. Some schools had entered into partnership with as many as six HEIs, each of which operated its own distinctive pattern of school experience and made differing demands upon staff and students. Consequently, mentors were required to cater for a large number of trainees who arrived at various times during the year and to confirm that the terms of each partnership agreement were being met. Many of these mentors were deputy headteachers and had contemporaneously to attend to other important and time-consuming duties. In some cases class teachers fulfilled the role and were allowed only a limited number of hours each week to carry out their responsibilities in this capacity. Hence, it is not surprising that difficulties were reported by some of the students.

More alarming was the acceptance by four teachers that, as they worked in small primary schools where communications tended to be of an informal nature, the institution of a documented system of quality control was unnecessary.

Regular evaluation of the school's entire system of ITE was undertaken at only 41 per cent of schools. The most common strategies were annual
It is easy to think that we are doing things the only correct way. Cross-moderation would be excellent for promoting consistent standards and sharing experience and ideas, but it needs to be handled sensitively.

A further benefit to students, it was noted, was that they could receive advice from a larger number of practitioners.

On the other hand, 29 per cent of participants in the survey were concerned at the additional time, costs and workload which would be involved. Eleven per cent stressed that additional training would have to be provided to make the system viable, and doubts were expressed that the necessary funding would be forthcoming. It was also feared that, where schools adopted different approaches to ITE, some mentors might view unfavourably techniques which differed markedly from their own. The remaining 80 per cent of the sample were unsure about the values of cross-moderation and declined to submit any comments.

The next section of the questionnaire focused upon the role of inspection and the publication of 'league tables' in assessing quality. Eighteen per cent of school staff described inspection as 'very helpful' and 54 per cent as 'helpful', but only 28 per cent could point to any advantages in current government plans for the creation of 'league tables' based upon such factors as the grades awarded during inspection, and the number and percentage of students starting a course who successfully complete it. Mentors argued that, whereas these tables could provide information which might be of assistance to ITE applicants, the criteria for choosing HEIs were too many extraneous factors involved for any reliable judgement to be made of the quality of a course; for example, the commitment, motivation and ability of the students. There was also concern that institutions which were experiencing recruitment difficulties might be prepared to accept candidates whom they would prefer to reject and at a later stage be reluctant to fail those whose performance was unsatisfactory.

Opinion was divided over the allocation of resources to HEIs on the basis of their grading in inspection reports and their position within the 'league tables'. Forty-four per cent of teachers agreed with this policy, whereas 19 per cent expressed complete agreement. Some felt that the grades should be on the basis of their performance from 1985 onwards, although the process for several years. One respondent was concerned about the allocation of resources to HEIs on the basis of their grading in inspection reports and their position within the 'league tables'.

Views of mentors on systems of quality assurance

The quality assurance mechanism whereby college tutors and external examiners monitored the standards of mentors was unambiguously endorsed, and all but 12 respondents, who declined to comment because of lack of experience, welcomed the system whereby one member of the college staff acted as a 'link tutor' and moderator for a number of schools. The role of the HEI in the process of quality assurance was clearly valued. Ninety-seven per cent of teachers saw little merit in school-centred initial teacher training (SCITT) in which HEIs have little or no part, and the argument was advanced that under schemes of this type an important layer within the quality assurance process was missing.

There was somewhat less support for the pursuit of a policy of cross-moderation in which mentors at one school would assess the teaching of students at others. A total of 41 per cent approved this practice, and one teacher in reply to the questionnaire wrote that:

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**Quality assurance**

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expressed, however, by almost the same proportion on the grounds that the current criteria for defining quality in ITE were badly flawed and might create 'sink ship' institutions deprived of the very resources they needed in order to raise standards. Consequently, the need to devise some measure of 'value added' in ranking ITE courses was highlighted by 27 per cent of mentors.

The notion of publishing research findings relating to good practice in the training of teachers was better received. A total of 77 per cent favoured the appointment of a national body to carry out this function which, it was believed, would help raise standards, make easier the process of assessment and enhance the professionalism of teachers. Whether the TTA was the organisation best suited to achieve these ends was a more contentious matter.

A further quality assurance mechanism which met with the approval of over half the sample was the requirement of DEEE circular 498 that the views of 'customers' other than students should be ascertained and that information should be collected from employers on the performance of students towards the end of their first year of teaching (DEEE, 1998). Fifty-six per cent felt this was a desirable initiative, the consensus being that HEIs should take the lead in approaching employers and that the comments received should be fed back to the respective training schools. The 25 per cent who saw little value in this requirement stated that the progress made by probationary teachers was dependent upon many factors other than the quality of their initial training. Eighteen per cent offered no opinion.

Other policies conceived by the TTA were severely criticised. Two-thirds of teachers did not feel that the current recruitment campaigns aimed at well-qualified graduates were likely to succeed, only 10 per cent believed that the targets set by Anthea Millett were achievable within the time span, and a quarter stated that they could detect little correlation between degree classification and the ability to become an excellent teacher. As one mentor wrote:

Whereas I can understand that the profession does not want graduates who cannot find a job elsewhere, it does not follow that a person with first-class honours will be a good teacher.

Primary teaching was especially thought to be a field in which personal qualities were considerably more important than academic qualifications.

Finally, views were invited on the overall value of the philosophy of TQM within the training and education of teachers. Over half the mentors found themselves in agreement with the judgements made by Sir William Taylor, Della Fish, and Brant Davies, though they clearly appreciated the need for some mechanism to ensure that high standards were maintained. The argument which most frequently emerged at this point was that, while many of the requirements of the DEEE and WO were in themselves beneficial, they all added to the workload of teachers whose principal duty was to teach children rather than to train students. A warning was sounded by the mentor who argued that 'You have to be careful how much extra you expect schools to do. Some schools may decide not to take students'.

The danger of overburdening HEIs and school with quality assurance procedures has also been noted in the Sutherland Report (National Committee of Inquiry into Higher Education, 1997). Geoff Whitty's comments on the relationship between government and teacher trainers were applauded by 90 per cent of respondents, who agreed that a greater degree of commitment to many of the quality assurance devices listed in DEEE and WO circulars would be generated if government ministers and their agents adopted a less provocative stance and sought to work in partnership with teachers and HEIs. It is significant that only 4 per cent thought that a quango such as the TTA should retain responsibility for defining standards and criteria within ITE.

Recommendations

The chief findings of the survey suggest that, whereas the majority of staff accept the need for quality assurance in ITE, there is still considerable scope for improving the effectiveness of the strategies being pursued in many schools. Accordingly, the following recommendations are offered.

1. Establishing and offering effective control systems

Mentors need to satisfy themselves that efficient quality controls are in place and that these are...
full implemented. This is particularly important in some small primary schools, where it is necessary to ensure that the view that informal procedures will suffice. In the section of the questionnaire which asked for examples of good practices, several helpful strategies were described. For example, in one HEI-school partnership a booklet had been devised and distributed to all student teachers which set out their entitlement in terms of collecting documentation, observing important areas of school organisation, and receiving regular, constructive feedback on their teaching. The booklet also contained a list of the mentors responsible for each aspect of the programme, and the students were instructed to indicate by means of a tick list both at the outset of their school experience and on a weekly basis the extent to which the terms of this entitlement were being met. These checklists were then examined at agreed points during the year both by the senior mentor and by the student's tutor at the HEI, where files were maintained on the extent to which staff at each school fulfilled their responsibilities as recorded in the partnership agreement. In cases where problems were discerned, the school involved was notified and the appropriate support and training were offered. If, after further consultation, no improvement became apparent, the HEI's policy was to allocate its students elsewhere.

At another school an annual review of ITE provision was chaired by the senior mentor, usually towards the end of the summer term, in which specific targets derived from reflection of practice over the past academic year were set for the following session. Each target was accompanied with specific success criteria, a time-scale and the names of the member of the ITE team responsible for its achievement. The senior mentor also met with colleagues on a weekly basis to evaluate the arrangements in place in each department, to promote consistency of practice between them and to secure the maintenance of common standards on the part of all teachers who supervised students.

A further interesting development in the secondary sector was cross-moderation within the school. Only one institution in the sample had experimented with a scheme of this nature, but the senior mentor was adamant that the policy by which staff from one department monitored the standards achieved by students in others in terms of planning, teaching, class management and assessment had been beneficial.

2. Establishing uniform practice for ITE courses

The second set of recommendations relates to the difficulties which were highlighted by mentors in meeting the diverse requirements of the HEIs from which they received students. One solution is the introduction of a common pattern for students' school-based and college-based experience on post-graduate ITE courses. The DfEE and WO have already established regulations governing the number of weeks trainees must spend in schools, standards have been set for the award of qualified teacher status and a national curriculum for ITE has been drawn up for core subjects. In similar vein it should be possible to prescribe a national framework for periods of school experience, an innovation which would remove many of the barriers to quality assurance discussed in this survey. At the same time it may be desirable if a common student entitlement were to be defined and the governors of schools which accommodate student teachers were made responsible for checking that the programme they offer conforms with this definition.

Decisions on these matters would best be taken, in the view of 88 per cent of respondents, by a General Teaching Council, the membership of which would include staff representing schools and HEIs. The establishment of a body of this type, it was argued, would provide mentors with a greater sense of involvement in the future development of ITE than the current regime. Seventy-nine per cent also felt that the GTC should fulfil a more extensive role than that envisaged by the DfEE in its consultation paper of July 1997 (DfEE, 1997b), and that it would be the body best equipped to disseminate the findings of relevant research.

3. Funding ITE in schools

Legislation could also be drafted to prohibit the current practice of some school governors of transferring all or part of the funds provided by HEIs for ITE to other budgetary headings. The use of these resources for the purposes for which they were intended would help remove a number of constraints and promote quality assurance activities. For example, additional time could be allotted to senior mentors to allow them to liaise with colleagues to ensure that the demands and practices of the assessment proposal put the creation of a quality assurance system for management and quality assurance for schools, which are to be developed, are effectively achieved. In HEIs which have recently been involved in the modular D32 Development Grant for some new mentors were external bodies, made concerned by students' regular failure to maintain a qualification status of the system and of the profession. The importance of quality assurance, quality assurance, we suggest that at least one person should be devoted to it:

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with colleagues and HEI tutors, to appraise current methods of working, to set appropriate targets and to review the progress made in achieving goals.

4. Providing training for school staff

Equally essential is the need to continue to offer effective training to all school staff who work with students. As has been acknowledged by OHMCI (1998), it is vital that central government make available funding so that teachers who are newly appointed as mentors understand the demands of their role and are able to acquire and practise the skills necessary for supervision, assessment and debriefing. One interesting proposal put by three teachers in interview was the creation of a national professional qualification for mentors (NTQM) on a par with the national standards for subject leaders which have recently been launched by the TTA (TTA, 1998). As a considerable degree of assessment is involved in tutoring training, it was further suggested that this qualification should resemble modules D32–D35 designed by the Training and Development Lead Body for GNVQ assessors. For some months after completing the course, mentors would have to provide evidence to external bodies to justify the judgements they made concerning the level of performance attained by students in their classrooms. As well as helping to maintain common standards, the award of a qualification along these lines may raise the status of the mentor within the educational system and encourage more schools to participate in ITE.

The importance of continuous training within quality assurance cannot be exaggerated, and we suggest that for schools committed to ITE at least one INSET day each year should be devoted to issues concerned with the training of teachers. One respondent advocated that the HEI's link tutor and other college staff who regularly visit the school should be invited to attend, and a substantial part of the time should be devoted to a critical analysis of the programme offered by both school and college. Attention could be paid to the views expressed by students and employers in reply to questionnaires and to the implications of recent research into relevant aspects of ITE. One immediate priority for INSET noted in this study was the need for guidance on the new standards laid down by central government, and it suggested that a series of videotapes could be compiled of lessons given by students to exemplify their application to each subject in the curriculum.

5. Recruiting trainers

The final item to be addressed in the questionnaire concerned teachers' recommendations for the recruitment of good quality applicants into the profession. It was felt that more radical strategies were desirable than the plans currently mooted by the TDA. Twenty-six per cent argued that salary scales should be revised to offer greater incentives for teachers after five, 10 and 15 years; 19 per cent proposed changes to the conditions of service with a view to creating additional opportunities for promotion; and 12 per cent believed that improved in-service training and the organisation of regular sabbaticals might help the Agency to achieve its goals. Other suggestions included targeting recruitment campaigns on schools' career evenings, especially those planned for sixth-formers, promoting the advantages of a career in teaching among students in the second year of an initial degree scheme and remitting fees for courses of ITE. Government ministers and other national figures were also urged to convey a more positive image of the profession in the media.

Conclusion

Quality, writes Edward Sallis (1996), is at the top of most agendas, and improving quality is probably the most vital task facing any institution. However, it is important, that quality assurance systems are practised which do not impose excessive burdens on teachers. Many of the suggestions received from schools in this survey, we believe, do meet this criterion, but it is also important for central government to pay attention to the creation of a GTC which can act as a genuine forum for the chief stakeholders in ITE and assume responsibility for the conduct of research, the setting of standards and the training of mentors.

References

INTIAL TEACHER TRAINING


Acknowledgement
The authors would like to thank those members of the Standing Conference of Partnership Administrators (SCOPA) who distributed questionnaires to schools within their networks.

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All three authors have published articles on ITE and mentoring in The Welsh Journal of Education and Concord.

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Appendix 7

10 Welsh Office, *Learning is for Everyone*.

Benefits and Costs: The Impact of Partnership in Initial Teacher Education upon Secondary Schools in South-east Wales

ARThUR GEEN, PHIL BASSEtt & LESLEY DOUGLAS

Responses in interviews and questionnaires from seventy-five mentors at secondary schools in south-east Wales which accommodate student teachers suggest that the introduction of the system of partnership in initial teacher education has, for the most part, been beneficial. Some of the principal advantages are seen to be enhanced opportunities for professional growth as the result of working with trainees, the application of mentoring skills to other forms of staff development, and gains in resources. Certain costs may, however, be identified, notably the time required to fulfil the duties of the mentor and concerns about the quality of pupils' learning experiences. In order to reduce these costs, it is recommended that changes be made to the funding arrangements for partnership to create more 'protected time' for school staff involved in the education of student teachers and that a regular cycle of training be provided with emphasis upon the skills of mentoring. Some suggestions are also made for extending the gains of partnership through the creation of 'professional development schools'.

Partnership in Wales

During the 1980s and 1990s the organization of initial teacher education (ITE) in England and Wales became the subject of protracted debate. It was argued in certain quarters that advice and tuition received directly from experienced teachers in schools constituted a far more effective preparation for entry to the teaching profession than a study of 'generalized theories' at higher education institutions (HEIs), and, from 1983, policies were gradually implemented to strengthen the role of schools in the training of students. The White Paper, *Teaching Quality*, required all HEIs to seek accreditation for their ITE courses, while Welsh Office Circular 21/84 stipulated the amount of time trainees should spend in the classroom. The circular also stressed that no course would receive accreditation unless teachers were fully involved in the selection and assessment of students. Five years later, Circular 59/89 informed HEIs that...
they should produce documentation to define clearly the respective roles of tutors, teachers and students.

The next major change was announced in Welsh Office Circular 35/92. From September 1994 at the latest, all secondary ITE was to be based upon the principle of formal partnership between HEIs and schools. At least two-thirds of a Postgraduate Certificate in Education course had to be conducted on school premises, teachers were to receive training to enable them to act as mentors to students and substantial funding was to be transferred from HEIs to schools to support these developments. Welsh Office Circular 13/98 and the Green Paper, The Best for Teaching and Learning, subsequently reiterated the requirement that schools must be regarded as equal partners of colleges and universities in the preparation of newly qualified teachers.6

Initially, the policies expounded in Circular 35/92 caused no little consternation among training providers in Wales. On 9 November 1992 representatives of every ITE institution in the principality attended a meeting at Llandrindod Wells. The principal speaker, Sir William Taylor, chairman of the Council for the Accreditation of Teacher Education, outlined the implications of partnership, and fears were expressed that excessive demands were being made of school staff as they would be expected to assume additional duties which had hitherto been the responsibility of college tutors. Students would spend a longer period of time in the classroom, possibly resulting in a situation in which pupils were taught for substantial periods by the inexperienced. The costs of partnership, it was contended, would deter many schools from seeking involvement in the training of teachers.

Since that time, however, reports issued by the Welsh Inspectorate (Estyn), the Teacher Training Agency (TTA) and academics concerned with ITE in England have pointed to the advantages of partnership. Estyn, for example, has argued that by assuming the role of mentor, teachers are compelled to clarify their thinking and to develop a model for good practice. Skills associated with mentoring can be applied to other areas of the school, for example, the induction of newly qualified staff, continuous professional development (CPD) and departmental reviews, and opportunities are afforded for the acquisition of fresh ideas from trainees and HEI tutors.7 It has also been claimed by the TTA that greater scope is offered for closer co-operation among colleagues who work with trainees, and that the supervision of students opens up new career pathways. Moreover, the participation of teachers in ITE can be recognized, research capability developed and good practice disseminated.8

In order to ascertain the views of teachers concerning the costs and benefits of partnership to schools in south-east Wales, a research project was conducted at the University of Wales Institute, Cardiff (UWIC) involving seventy-five of the ninety secondary schools which collaborate with the HEI in training teachers. Between September 1997 and August 1999, twenty-one senior and subject mentors were interviewed either at the university or in their schools; while a further fifty-four completed detailed questionnaires in which they were requested to state, in order of importance, the advantages and problems they could identify in the system of ITE outlined in Welsh Office Circulars 35/92 and 13/98. They were also asked to suggest strategies by which any costs could be reduced and the gains exploited. This survey formed part of a continuous review of developments within the UWIC partnership and complemented the report on the role of the senior mentor which was published in an earlier edition of the Welsh Journal of Education.9

The benefits of partnership

Table 1 shows that 90 per cent of respondents considered that the first advantage to be derived from partnership was teachers' own professional development. The evaluation of lessons, whether taught by themselves or by students, was seen to be an excellent vehicle for reflecting upon good practice. Where classes taken by school staff were observed by students, and discussion followed of the rationale underlying the approaches utilized, they had to justify their thinking and in some instances this led to a reappraisal of policy. At one of the schools, students were expected to complete observation forms relating to teachers' lessons, with reference to the national standards for the award of qualified teacher status (QTS). This was seen to be a most effective technique for enabling staff to assess their own capabilities. The regular review of students' teaching was thought to be equally beneficial, as mentors needed to diagnose areas for development and make positive suggestions for improvement. One subject mentor commented that he had adopted a broader repertoire of teaching strategies after finding that students were slavishly imitating methodology he had demonstrated.

Similarly, offering advice about lesson planning encouraged school staff critically to examine their own aims and procedures, while collaborative teaching along the lines advocated by Hagger, Burn and McIntyre required them to explain their professional craft knowledge and to analyse their performance in answering students' questions about classroom practices and wider educational issues.10 In some instances, mentors alleged that they acquired different perceptions of their pupils' learning experiences as a result of dialogue with students. One mathematics teacher, for example, considered...
that she had developed greater skills of verbal reconstruction through reflection on action since she had employed the 'follow me' and 'hall of mirrors' strategies advocated by Donald Schon and Della Fish.13 Two other interviewees felt that the constant review of lessons helped them prepare for school inspection.

### Table 1

**Percentage of mentors who considered the following aspects of partnership to be of benefit to their school (N = 75)**

<table>
<thead>
<tr>
<th>Aspect of partnership</th>
<th>%</th>
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<tbody>
<tr>
<td>Professional development of mentor</td>
<td>90</td>
</tr>
<tr>
<td>Personal rewards from helping trainers</td>
<td>81</td>
</tr>
<tr>
<td>Application of mentoring skills to the induction of newly qualified teachers</td>
<td>76</td>
</tr>
<tr>
<td>Application of mentoring skills to peer tutoring in continuous professional development</td>
<td>75</td>
</tr>
<tr>
<td>Opportunities to utilize a greater range of teaching strategies</td>
<td>72</td>
</tr>
<tr>
<td>Opportunity to allocate additional time to pupils</td>
<td>67</td>
</tr>
<tr>
<td>Contribution of students to the life of the school</td>
<td>65</td>
</tr>
<tr>
<td>Freeing mentors so that they could undertake other tasks</td>
<td>64</td>
</tr>
<tr>
<td>Acquisition of new ideas from student teachers</td>
<td>63</td>
</tr>
<tr>
<td>Acquisition of new ideas from other mentors</td>
<td>62</td>
</tr>
<tr>
<td>Acquisition of new ideas from higher education institutions</td>
<td>58</td>
</tr>
<tr>
<td>Recognition of the school's commitment to professional development</td>
<td>54</td>
</tr>
<tr>
<td>Opportunities to appoint able students to the staff</td>
<td>48</td>
</tr>
<tr>
<td>Encouragement of greater collaboration among staff</td>
<td>32</td>
</tr>
<tr>
<td>Helping career development</td>
<td>29</td>
</tr>
<tr>
<td>Application of mentoring skills to other areas of school organization</td>
<td>25</td>
</tr>
<tr>
<td>Opportunity to reappraise whole-school policies</td>
<td>24</td>
</tr>
<tr>
<td>Greater recognition of teachers' expertise in ITE by parents</td>
<td>19</td>
</tr>
</tbody>
</table>

The second major benefit to be identified was the personal satisfaction derived from helping other people aspire to achieve QTS. Four-fifths of respondents stated that they enjoyed watching students make steady progress. At one inner-city school the senior mentor commented: 'It is lovely to see the impact of the school on students and the way it brings out the best in them.' Teaching, he added, could be a lonely profession, since staff spent much of their time working in isolation in a classroom with the door shut; accommodating a student could be a stimulating experience, as it was possible to exchange ideas with another person who possessed similar interests.

The application of mentoring skills to the induction of newly qualified teachers (NQTs) and to CPD was another advantage which weighed strongly with mentors. Under Section 19 of the 1998 Teaching and Higher Education Act, all newly qualified members of the profession must serve an induction year and demonstrate their competence in relation to specific standards. Schools are expected to establish mechanisms to promote the expertise of NQTs and to monitor their progress, though research into the quality of the induction procedures adopted in England during the autumn of 1999 suggests that many schools are failing to provide the requisite support.14 The importance of mentoring within induction was recognized by three-quarters of participants in this survey and it was believed that, where schools were partners of HEIs in the provision of ITE, they were in a substantially stronger position to offer guidance to NQTs. Similar attributes were called for, and in some schools students and NQTs attended the same seminar classes organized by senior mentors. For experienced staff, the value of mentoring was again apparent within CPD programmes, especially those concerned with the national standards for subject leaders where coaching on the part of colleagues who held managerial posts was welcomed.

When the focus of the interviews and questionnaires turned to the argument advanced by the Inspectorate and TTA that partnership could lead to gains in resources, a variety of responses was received. Over 70 per cent of respondents pointed to the wider range of activities they could employ when they shared responsibility for classes with students. The different modes of team teaching described by Arthur, Davison and Moss could be practised to the advantage of the pupils.15 Where HEIs in Wales located pairs of students in the same department for their first period of school experience,16 there was even greater scope for experimentation. Additional attention could be paid to individual pupils, and students were able to work with small groups, for example, conducting mock interviews with sixth formers seeking admission to universities, or helping younger children with reading. Their contribution to the extra-curricular life of the school was also appreciated, notably in sports and drama productions. In some instances, students who were closer in age to pupils than their regular teachers served as role models to less motivated teenagers. Furthermore, when they were judged to be making good progress and no longer required meticulous supervision, mentors could entrust them with the teaching of their classes and utilize the time for other important tasks.

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Resources in terms of new ideas were frequently mentioned. Students could be a source of innovation, and it was argued that in a stagnant staff room they provide a breath of fresh air and can act as a catalyst. Sometimes they are more up-to-date with current trends than we are. Meetings with mentors from other schools at conferences and workshops organized by HEIs also allowed for an exchange of ideas. At one training session held at a university, senior mentors considered ways of helping students to meet the QTS standards for assessment. Small-group discussion ensued in which deeper aspects of whole-school assessment policy were examined and examples of good practice shared. Another source of information, to which over half the respondents made reference, was documentation provided by HEIs. Where copies of the reading materials issued to students were dispatched to schools, staff often had, in summarized form, an account of recent legislation, research findings and informed opinion.

As for the contention of the TTA that partnership secures recognition of the role of schools within ITE, just over half the sample deemed this to be true of their experience, and considered that the prestige of their schools had been enhanced as a result. The demise of the regime in which educational knowledge was supposed to be acquired primarily in colleges, and teachers merely fulfilled an advisory and supervisory role, was welcomed as 'a step in the right direction', and it was argued that 'recognition as a centre of excellence is important. This can be fostered through staff expertise in mentoring, especially where they have higher degrees in the field.' It was also acknowledged that schools which enjoyed a reputation for professional development found it easier to attract high-calibre applicants for teaching posts and that, where vacancies for staff arose, the governors had the opportunity to appoint students of proven ability. Moreover, trainees could occasionally act as 'ambassadors' within the community. At one school, for example, they had helped to counteract odious reports about pupils' behaviour which had appeared in the local press. There was, however, less certainty over the question of whether parents always understood the significance of recent changes in education and whether they took commitment to ITE into account when they selected a school for their children.

Other advantages claimed for partnership in the literature published by the TTA and Eyton were thought to be valid, but only by a minority of mentors. Approximately a third agreed that it had resulted in greater collaboration among colleagues, usually in the drafting of policy documents for students and the moderation of standards. One interviewee stated that accommodating students had encouraged staff at her school to form an interdepartmental team to devise an ITE programme. Joint planning for this purpose had been judged successful and had led to co-operative enterprises in other contexts. Elsewhere, the collegial structure of mentoring depicted by Brooks and Sikes was not always in evidence, and departments continued to work in isolation.

The significance of mentoring in career promotion was another TTA argument which was accepted by fewer than a third of teachers. Assuming the duties of a subject mentor, it was noted, could be helpful in preparing younger members of staff to take on the responsibilities of a subject leader. Providing trainees with guidance, and appraising their teaching, were listed as the principal functions of the mentor which would be useful when they came to perform a leadership role. One deputy head teacher stated that he always looked favourably upon participation in ITE as a criterion when he was involved in the selection of heads of department. It was also recognized that many HEIs, as well as the Open University, offered modules in this area as part of their masters' degree programme and that liaison with HEI tutors could be valuable since they were able to offer advice upon the CPD courses available at their institution.

A similar proportion agreed with Eyton's assertion that skills associated with mentoring could, with profit, be transferred to other aspects of school organization. Diagnosing attainment, setting targets, drawing up action plans, establishing criteria for deciding the degree of success achieved in meeting objectives, monitoring progress and using the outcomes to determine new goals were identified as key skills in development planning and departmental review, while schemes of peer assessment, which had been introduced to some schools, required the ability to support self-evaluation, to discuss ideas clearly and critically and to negotiate courses of action. One respondent also pointed to parallels between advising students and engaging in action planning with sixth formers who were pursuing GNVQ courses.

The final advantage to be discussed was the opportunity partnership presents for senior staff to reassess whole-school policies at the result of ideas gleaned in seminars with trainees. Some writers on mentoring have argued cogently along these lines, stressing that, where students read widely and share experiences of different schools in classes held at the HEI, their conclusions about good practice can be instrumental in promoting desirable innovation. Although one senior mentor had found this to be true with respect to equal opportunities, few others considered that organizational change had been stimulated in this manner. Indeed, the consensus was that, at the majority of schools, teachers constantly reviewed their policies and that students' contributions were likely to be valuable only if they possessed information which had not yet been received by senior staff.
adjust to new procedures and different standards. Students who relied upon a restricted range of teaching strategies, or failed to maintain discipline, were especially problematic. As one senior mentor argued, committed though his school was to the training of new teachers, he had to deal with parents who took the view that the interests of their children were paramount and that inadequate classroom performance should not be tolerated from any quarter.

Moreover, mentoring could be stressful. Over half the sample admitted that they had, at some stage, worried about students who were making only slow progress. Some experienced a degree of 'role strain' inasmuch as they were expected to act, on the one hand, as counsellors and advisers and, on the other, as assessors. Confrontation with trainees whose motivation was questionable, or who behaved in an unprofessional or thoughtless manner, could be unpleasant, whilst, in some lessons, tensions had been generated when mentors wished to intervene on the grounds that incorrect information was being conveyed but realized that this course of action would undermine the student's confidence. There also appeared to be uncertainty about procedures for assessing students against the QTS standards set out in Circular 13/98. It was not difficult to judge whether students had 'maintained a purposeful working environment' in teaching a specific lesson, but to enter on a summative profile that they could attain this level of competence in other situations was much more contentious. One interviewee pointed out that the circular contained over seventy standards, and that tracking progress in relation to each of these was a complex process. Nor was it believed that consistency in assessment had been achieved across all the secondary schools in south Wales.

Other concerns which had initially been voiced about partnership seem to have materialized in only a minority of schools. Less than half the mentors considered that their pupils were overexposed to students as the result of central government's insistence that periods of school experience should be extended. Criteria, it was observed, could easily be established to define the number of students whom any one class met in the course of a year, the senior mentor could check that these guidelines were being followed and, where necessary, that person could request colleagues to make changes to students' timetables.

Nor was finance a major constraint, though, at more than a third of the schools, reference was made to the cost of photocopying whole-school policies and to the tendency of some students to waste resources by producing copies of worksheets which were unsuitable for classes' needs or which merely duplicated material contained in published schemes of work. Another issue was that, since there is at present no legislation to determine the use to which

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The Costs of Partnership

Table 2

Percentage of mentors who considered the following aspects of partnership to be a cost to the school

<table>
<thead>
<tr>
<th>Aspect of partnership</th>
<th>%</th>
</tr>
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<tbody>
<tr>
<td>The time taken by the duties of the mentor</td>
<td>71</td>
</tr>
<tr>
<td>Dealing with weak students</td>
<td>63</td>
</tr>
<tr>
<td>Problems relating to the quality of pupils’ learning</td>
<td>60</td>
</tr>
<tr>
<td>Worrying about students who are experiencing difficulties</td>
<td>55</td>
</tr>
<tr>
<td>Role conflict from fulfilling the functions of counsellor and assessor</td>
<td>54</td>
</tr>
<tr>
<td>Wanting to intervene in lessons without harming students' confidence</td>
<td>50</td>
</tr>
<tr>
<td>Problems in assessing students against Welsh Office standards</td>
<td>48</td>
</tr>
<tr>
<td>The overexposure of pupils to student teachers</td>
<td>44</td>
</tr>
<tr>
<td>Coping with the differing demands of HEIs</td>
<td>38</td>
</tr>
<tr>
<td>Costs of photocopying documentation for students</td>
<td>35</td>
</tr>
<tr>
<td>Failure of the governors to allocate the funding received from HEIs to departments with students</td>
<td>32</td>
</tr>
</tbody>
</table>

One of the main reservations expressed by ITE providers when Circular 35/92 was published concerned the demands which partnership would make of teachers, especially in terms of time. Table 2 reveals that this fear has been justified, since a high proportion of mentors had insufficient protected time to allow them to fulfil all their duties. 'Time', one interviewee emphasized, 'is a perennial constraint and the different patterns of school experience operated by the colleges make it worse.' The problem was exacerbated when teachers were confronted with weaker and less confident students who needed additional support. However, it is interesting to reflect that none of the subject mentors who took part in this study resented the time they devoted to trainees or believed that their expertise as classroom teachers was being wasted in working with students. Although the provision of additional time was rated at a priority, no desire was expressed to turn the clock back to the days when ITE was fundamentally the responsibility of HEIs.

Anxiety over the quality of learning was the second issue which emerged from both the interviews and the questionnaires. Sixty per cent of mentors conceded that difficulties could be created when pupils were taught for a substantial number of lessons by people who were still striving to achieve QTS. There could be lack of continuity in pupils' learning as they had to

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the funding provided by HEIs should be put, the governors of some schools had failed to allocate it to those departments which trained students.

**Recommendations for reducing the costs and exploiting the gains of partnership**

<table>
<thead>
<tr>
<th>Strategy</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Creating more time for mentors</td>
<td>89</td>
</tr>
<tr>
<td>Changing the system of funding partnership</td>
<td>57</td>
</tr>
<tr>
<td>Providing additional mentor training which focuses upon mentoring skills</td>
<td>55</td>
</tr>
<tr>
<td>Granting formal recognition to schools accommodating students</td>
<td>53</td>
</tr>
<tr>
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When asked about ways of reducing the costs of partnership (see Table 3), the first priority respondents pinpointed was the need to create additional time to enable them to meet the demands of their role. Clearly, this has resource implications, and various suggestions were advanced. It was agreed that the whole question of financing ITE ought to be reviewed, and mentors welcomed the promise contained in the 1999 Green Paper that consolidation would be initiated on the case for funding partnerships directly rather than channelling resources to schools through HEIs. In the mean time, other changes could be contemplated, for example, a system whereby education departments at HEIs 'bought in' only those central services which were actually required by students pursuing ITE courses. As trainees spend much of their time away from the university or college campus, this would result in savings which could be passed on to schools. At the same time, senior mentors should undertake a realistic assessment of the time required by staff to fulfil their responsibilities towards students and use this calculation as a basis for discussion with the institutions about the transfer of funds. Negotiations would then follow with the person responsible for the school's timetable in order to secure sufficient non-contact time for all teachers involved in ITE to meet students on a regular basis for seminars and debriefing sessions. Economies could also be made in schools' expenditure on photocopying if mentors produced a CD-ROM summarizing all the information needed by students.

Secondly, it was believed that every possible step should be taken to safeguard the quality of pupils' learning. Hence, from the very outset of their school experience, students must be helped to acquire appropriate teaching techniques and to reach a high level of proficiency in the classroom. To achieve this goal, subject mentors should be carefully selected and given the opportunity to attend a regular cycle of training courses stressing the skills of mentoring rather than purely administrative arrangements. When they are committed volunteers, the situation described by one interviewee may be avoided whereby a student was 'thrust upon a reluctant teacher without consultation and demoralized by her'. The organization of students' experience needs to be carefully considered, with simple opportunities for observation and team teaching in the early stages. Their subsequent progress must be closely monitored by means of regular debriefings and reviews to ensure an immediate response where major difficulties are identified. Over half the respondents emphasized the importance of implementing quality control mechanisms so that students whose performance is deemed to be unsatisfactory may receive the requisite support and, where necessary, might be counselled to leave the course.

Finally, two recommendations were received for extending the gains which partnership might bring. In the first place, it was urged that formal recognition be granted to those schools where staff regularly tutor students by the award of some nomenclature such as 'professional development school'. Parents would be more aware of the school's role in ITE if governors included a statement to this effect in the prospectus and annual report required under section 42 of the School Standards and Framework Act of 1998. At the same time, the value which HEIs attach to the contribution of schools ought to be formally stated in partnership agreements, a summary of which could be incorporated in documentation disseminated to parents. One interviewee felt that national standards and a professional qualification should be created for mentors.

The other argument was that a conscious effort should be made to exploit
further the advantages of partnership. For example, as many staff as possible ought to be involved in the seminars offered for students. This might encourage them to study in depth underlying issues relating to whole-school policies, to consult relevant texts and to reflect upon the conclusions of educational research. Again, there is scope for greater collaboration between teachers and tutors at HEIs in planning and conducting investigations into aspects of classroom practice and school organization, for example, devising new literacy schemes or anti-bullying strategies. In this way, the boundaries between ITE and CPD may be eroded and partnership schools become 'sites for the learning of professionals'.

In the schools in south-east Wales represented in this survey it would appear that the advantages of partnership far outweigh the costs. Teachers confirmed the validity of many of the arguments put forward by the Inspectorate and TTA, and there was general awareness of the importance of mentoring in creating the ethos associated with the 'learning school', in which the ideals of the reflective practitioner are constantly applied and the institution is seen to promote a culture of continuous professional and educational development. However, if the aims of The BEST for Teaching and Learning are to be fully realized, the National Assembly for Wales needs to consider the optimum procedures for the funding of partnership both to support the quality of school-based ITE and to make possible the ongoing training of mentors.

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100 Arthur Geen, Phil Bassett & Lesley Douglas
Preventing Student Teachers to Assess Pupils' Achievements

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ABSTRACT As the result of recent changes in England and Wales, higher education institutions are expected to enter into formal partnership agreements with schools for the provision of initial teacher education (ITE). Students are required to spend a considerable proportion of their course in the classroom under the supervision of teachers acting as mentors whose role is to help them acquire mastery of a number of 'standards' or competencies, nine of which are concerned with the ability to assess pupils' achievements. Responses received in questionnaires from a sample of over 100 mentors and some 200 students suggest that problems have been encountered in this system of ITE as far as acquisition of the assessment Standards is concerned. Not all schools have been able to provide the necessary range of experience and deficiencies can be identified in mentoring practice. In the light of these findings, some suggestions are made for improving the quality of school-based ITE, and a model of mentoring is offered which seeks both to prepare student teachers to assess their pupils' progress effectively and to help them reflect upon wider professional issues.

Introduction: Context and Research Aims

During the last two decades many changes have taken place in the organisation of initial teacher education (ITE) in the UK and other Western countries (Gray & Lynn, 1988; Deer et al., 1995; Pring, 1996; Darling-Hammond, 1999). The traditional regime, characterised by the pursuit of theoretical studies at a higher education institution (HEI) interspersed with periods of 'teaching practice' in schools under the supervision of college tutors, has gradually been superseded by systems in which students learn directly from practitioners in the classroom. In England and Wales, for example, recent pronouncements from central government (Department for Education and Employment [DfEE], 1998; Welsh Office [WO], 1998) have required HEIs offering ITE courses to enter into formal partnership agreements with schools. Whereas universities and colleges organise school placements and award qualifications, teachers, acting as mentors, assume responsibility for the training of new entrants to the profession. As Fish (1995) writes, teachers now take on 'the entire role of educating the student to be a teacher'.

In addition, the amount of time students spend in schools has been increased, and funding is transferred from HEIs to schools to support their role in ITE. At the same time, competence-based assessment has been introduced whereby the acquisition of
qualified teacher status is dependent upon mastery of some 70 'Standards' arranged under the headings of 'knowledge and understanding', 'planning, teaching and class management', 'assessment' and 'other professional requirements'. The progress of students is regularly monitored by their mentors, and at the end of the course a career entry profile is completed, with a summary of each student's strengths and a record of any competencies which require further development during her/his first year of teaching. To enable mentors to fulfil these responsibilities, appropriate training should be provided by HEIs.

Since September 1996, research has been undertaken at the University of Wales Institute, Cardiff (UWIC) into the impact of these changes upon ITE courses in South Wales. The course at the centre of the research reported here is a 1-year full-time secondary school (11–18) Postgraduate Certificate in Education (PGCE), successful completion of which leads to the award of qualified teacher status. During the school year 1997–98, attention was focused upon students' perception of the guidance they received from their mentors, and, it was noted, that, whereas they were for the most part satisfied with the tuition provided with respect to pedagogy and class control, they felt less secure when conducting assessment (Geen et al., 1999). In order to examine this aspect of ITE in greater detail, additional funding was made available by the University over the period 1998–99. This article recounts the principal findings of the investigation and addresses three fundamental issues. First, to what extent does the system of school-based mentoring, as exemplified by the UWIC HEI—school partnership, enable students to acquire the knowledge and skills needed to carry out assessment procedures effectively? Second, where deficiencies in students' capabilities can be identified, what are the reasons for this? Are there any constraints which teachers encounter in fulfilling their role as mentors? Third, can any guidelines be established for promoting good practice in schemes of school-based ITE?

The UWIC Partnership

In common with ITE partnerships elsewhere in England and Wales, mentors in schools which accommodate students from UWIC are expected to offer a programme of training which will equip students to meet the Standards for assessment prescribed by the Government (DfEE, 1998; WO, 1998). In essence, these require students to:

- mark and monitor classwork and homework, provide constructive oral and written feedback and set appropriate targets to determine future learning;
- assess pupils' progress, employing a variety of techniques, and maintain records to help them plan subsequent lessons and interventions to promote learning;
- use the statutory system of assessment and be familiar with the assessment requirements of current qualifications for pupils aged 14–19;
- prepare instructive reports for parents; and
- understand how data published by government agencies on the performance of other comparable schools can be used to define clear targets for pupils' learning.

In order to promote expertise in these competencies, mentors are asked to provide students with whole-school and subject-specific policies on assessment and to organise tutorials in which topics covered at the University can be revised and reinforced, 'theory' applied to 'real' educational contexts and opportunities presented for them to raise
pertinent questions. In this way, it is hoped, students may acquire an understanding of:

- good practice depicted in relevant texts (e.g. Black, 1997; Freeman & Lewis, 1998; Capel, et al., 1999);
- the role of assessment in promoting ‘deep’ rather than ‘surface’ learning (Gipps, 1994); and
- current government expectations and the recommendations of research and inspection reports (e.g. Office of Her Majesty’s Chief Inspector [OFMCI], 1997, 1998; Office for Standards in Education [OFSTED], 1998; Assessment Reform Group, 1999).

Mentors are also encouraged to adopt the approach recommended by Stephens (1996, pp. 78–87), whereby they initially outline their assessment procedures with reference to examples of pupils’ work, explain their rationale for the allocation of each mark or grade, and allow students to observe them as they offer feedback and consult their records. In the next stage, students take responsibility for assessment, working under the close supervision of experienced teachers. The standard of students’ marking and the quality of their comments to pupils are carefully monitored by the mentors, who provide further guidance where necessary.

At least one lesson given by students each week must be formally evaluated, and, during the debriefing, reference should be made to the assessment Standards. A variety of experience is to be provided, for example, teaching examination syllabuses appropriate to all pupils of secondary school age, and students are expected to attend any meetings organised within the schools which are concerned with assessment, to collaborate with teachers in writing reports for parents and, as far as is practicable, to develop their own ideas for assessment.

**The Research Initiative**

In order to ascertain the judgement of mentors and students concerning the effectiveness of these strategies, 200 copies of a questionnaire were dispatched in May 1999 to mentors at the 90 secondary schools in partnership with the University. The first section invited their views of students’ abilities in terms of the assessment Standards towards the end of the 1-year course, while later questions concentrated upon the extent to which mentors had been able to put into practice the programme agreed with the HEI. Opportunities were provided for respondents to list any difficulties they faced in their role as mentors and to offer suggestions for improving current practice. By mid-June, 102 questionnaires had been completed and returned (51% response rate) by mentors with responsibility for all nine subjects taught by the students (mathematics, science, design and technology, modern foreign languages, Welsh, history, music, art and physical education).

A second questionnaire was administered at the University during the summer term to all 230 students on the PGCE course to elicit their comments concerning the standard of the mentoring they had received in relation to assessment. Both mentor and student responses were collated during the second half of the summer term and key issues emerging from the findings formed the basis of interviews in July with 21 mentors either in their schools or at the HEI. In addition, 17 oral debriefings of students’ lessons in three schools, recorded by a research assistant on audio-cassette during the period January—June, were analysed, together with mentors’ written feedback on 34 lessons given at these same schools.
Answers received in response to the mentors’ questionnaire revealed that a high proportion of them considered that the students with whom they worked were successful in applying the schools’ assessment procedures for marking classwork and homework (88% of the 102 mentors), providing valuable feedback, both orally and in writing (79%), and recording pupils’ progress (79%). These were also the areas in which the students felt the highest degree of confidence, which 80% of them attributed to mentors’ clear exposition of policy and grading criteria and 75% to the observation they had undertaken of teachers engaged in marking and updating their records. The approach advocated by Stephens (1996) had been utilised at 61% of schools and was deemed to have been advantageous by 79% of students at those schools.

Several difficulties, however, were reported with respect to other Standards and it is possible to categories the reasons under five headings.

1. **Limited opportunities for students.** In some cases opportunities for students to meet all the Standards were limited because their placement schools did not cater for the full 11–18 age range or the number of syllabuses on offer was small. This meant that only 31% acquired first-hand experience of assessment within examination courses devised for pupils aged between 16 and 19 and a mere 4% gained familiarity with certain of the newer vocational qualifications. Again, only a quarter of the students had been able to attend any relevant in-service training, while the timing of school practice did not permit more than 6% to play any role in the preparation of reports to parents.

2. **Deficiencies in mentoring practice.** A number of problems could be identified in mentoring practice. For instance, when the oral debriefings recorded on audiocassette were analysed by means of time lines, it was observed that assessment accounted for just 4% of the average number of responses per 5 minutes in formal evaluations of students’ teaching. The respective percentages for teaching strategies and the management of classes stood at 36 and 42. Some 11% of comments related to administrative issues such as arranging an appointment for the next lesson observation, 4% to subject knowledge and 3% to other aspects of professional development. Moreover, when assessment was discussed, teachers were primarily concerned with the nature of students’ responses to answers given in class or with the use of verbal questioning to confirm the degree of understanding which had taken place. Little thought was given to wider issues such as the role of assessment in reaching decisions about future lesson objectives. The same trend was discernible in the written lesson evaluations. Nor was it possible to observe any shift in the emphasis of debriefing as the academic year advanced. Despite the fact that the University provided schools with lesson evaluation forms which made clear reference to the Standards, their impact seemed to have been negligible.

From the interviews with the 21 mentors, it was clear that lesson planning and class control were deemed to constitute the key aspects of teaching which students needed to master if they were to be successful. Consideration of these issues, it was believed, should be pre-eminent during feedback sessions, certainly in the early stages of a school placement. A common practice was to ask students for their own impressions of the lesson at the start of the dialogue, and this procedure frequently established the priorities for the rest of the debriefing.

Several other deficiencies were noted. In just under half the schools, documentation on whole-school, as opposed to departmental, policy was not available to students. This denied them the chance to consider the overall purposes of assessment and restricted their experience to the practices they found in their respective classes. Another cause for concern was that in a minority of schools there was no uniform system for marking and
recording pupils' progress, a matter which has been noted by the Welsh Inspectorate (OERMCL, 1997, 1998). As a consequence, contradictory advice was given, sometimes by teachers of the same subject. Again, the attitude of certain mentors was criticised by students, since in some schools they seemed to be unwilling to surrender responsibility for assessment, whilst at others it was assumed that any person pursuing an ITE course must, as the result of reading and tutorials at the HEI, be fully competent and therefore require little or no assistance. It was also apparent that only 34% of students were permitted to develop their own ideas on assessment techniques.

3. Student perceptions and understanding. Although 79% of mentors were satisfied with students' ability to employ statutory assessment by the end of the PGCE course, 77% of the students considered that this was one of the hardest tasks they had faced. Regulations governing the National Curriculum in England and Wales require teachers to decide which of eight criterion-referenced 'level descriptions' best matches each pupil's performance in a given subject. A fifth of the mentors felt that in making judgements, students initially set standards which were either too lenient, because they did not wish to discourage pupils, or too stringent, because they had studied a topic in considerable detail and did not appreciate that classes lacked their depth of understanding. Furthermore, some students, at least in their first exposure to the classroom, believed that assessment consisted only of marking assignments and tests and tended to ignore its formative aspects.

4. The time factor. Certain students were judged by their mentors to have experienced problems in setting appropriate learning targets (37%) and using records to inform future planning (38%) and to intervene purposefully in pupils' learning (42%). These were competencies in which less guidance had been provided in schools as the result of pressures upon mentors' time. Most of them were departmental heads or senior staff members who had many additional pressing responsibilities, and it was unusual for them to be allocated set periods of time specifically for the purposes of ITE. Consequently, they did not always have sufficient hours to explain assessment issues in the depth they would have liked. Over a third admitted that they had made little or no reference to these Standards, and 83% had not offered any advice on the writing of reports for parents. This factor also explains why 39% of students had been unable on a regular basis to attend tutorials at which questions could be raised about the assessment Standards. Similar problems have been reported in other studies of partnership (e.g. Barker et al., 1996; Brooks & Sikes, 1997; Moyles et al., 1998).

At a fifth of the schools, this difficulty was exacerbated by the fact that they were in partnership with half a dozen HEIs, each of which operated its own distinctive pattern of school experience. In some cases it was necessary to hold the same tutorial several times in the course of the school year for separate groups of students, and, as a consequence, time did not allow for a thorough treatment of all the Standards.

5. Recent innovations. Constant change in the curriculum and examination system of England and Wales was mentioned by 12% of mentors as a further constraint. Sometimes school staff were still seeking to put into practice the very innovations they were expected to explain to newcomers to the profession. To take an example, one of the Standards which only 26% of students were considered to have met satisfactorily was the ability to use data on the performance of other comparable schools to set targets for pupils. Legislation on target setting, it was pointed out, was recent and only a minority of schools had by the school year 1998–99 clarified their policy on this issue. In many cases planning was still at an embryonic stage, and it was difficult to pinpoint precise courses of action for students to adopt.
Discussion: Good Practice in Mentoring Students in the Field of Assessment

In the light of these findings and the comments received from the mentors in response to the questionnaire and interviews, it is possible to offer some observations on good practice in developing students' knowledge and skills with respect to assessment within systems of school-based ITE.

1. Philosophy and organisation. First and foremost, mentors and HEI tutors need to decide the underlying philosophy, principles and aims of their ITE programme. Consideration has to be given both to the demands of central government and to the professional values which the partnership seeks to promote. The structure imposed by Government in England and Wales exemplifies the "technical rational" approach, which assumes that teaching can be reduced to a simple set of competencies (Kydd & Weir, 1993). Critics of this model advocate the development of 'professional artistry' in which students reflect upon practice, use the outcomes of research in their planning and formulate their own ideas, which are tested and evaluated in action (e.g. Schön, 1987; Fish, 1995; Furlong & Maynard, 1995). Acceptance of this philosophy would require mentors to keep up to date with research and to work with their students in refining practice through experimentation. For example, a school-based tutorial could be devoted to debate of the study by Black & Wiliam (1998) into the role of formative assessment in raising pupils' level of achievement, and, as a result, new assessment practices might be introduced on a trial basis and duly appraised. Initial discussions of overall policy could also take into account the wider purposes of assessment and the means by which an understanding of these purposes may best be conveyed to students.

Once decisions relating to aims have been reached, details of the provision to be made for students can be agreed and communicated to all members of the partnership. Within each school it is essential that mentors take steps to ensure that all aspects of this programme are then put into practice as far as possible. Copies of all relevant school documentation should be made available, and, where only limited facilities can be offered by subject departments, structured observation and relevant exercises involving different groups of pupils need to be organised; for example, the writing of mock reports in consultation with class teachers, the preparation of statements for parents' evenings and the profiling of pupils within tutorial classes. Visits to more than one school in the locality where recent initiatives have been introduced may also be advantageous. Similarly, tutors at HEIs should undertake an audit of the syllabuses taught in their partnership schools and use this information to ensure that all students encounter as many of these as is feasible during the overall period of their training.

Lack of consistency in the strategies employed by staff teaching the same discipline was a difficulty identified in the survey. The coordination of assessment, recording and reporting arrangements is an issue which mentors or their colleagues need to address. One way forward is the publication within each school of a booklet to establish common policies for assessment and the implementation of a monitoring system to ensure that these policies are regularly being followed.

2. A model for mentoring. To help students acquire the requisite knowledge and skills in assessment, we recommend an approach to mentoring which incorporates four essential elements. The first of these is modelling, whereby newcomers to the classroom are able to observe experienced teachers practising appropriate assessment techniques. The second involves systematic coaching in which advice is offered on key areas of assessment. To facilitate this aspect of the role, we suggest that forms be designed to guide students' lesson planning which include a section with the heading 'opportunities
for assessment', together with a short paragraph to remind them of the main skills and contexts which need to be considered. They would then be expected to record not just their procedures for the allocation of marks but also any instances of formative assessment which feature in their lessons and the ways in which it is intended to promote learning. Entries on these forms would be discussed with their mentors before the lessons were actually given.

Where criterion-referencing forms the basis of assessment, a portfolio of work could be compiled to illustrate the Standards associated with each of the various levels. Subsequently, written justification on the part of students for the levels they award may serve as a valuable basis for dialogue about standards in marking.

The third function of the mentor would be to act as supervisor, providing regular feedback on students' progress. This responsibility needs to be fulfilled from the very outset of a school placement, and care should be taken that debriefing does not become preoccupied with teaching strategies and issues of class management. Certain sessions could focus exclusively upon assessment with reference either to a particular lesson or to formal marking. For example, students could be required to complete a document for each piece of work they graded in which the assessment criteria were recorded together with their relationship to any appropriate syllabuses. This information would be followed by comments on the strengths shown in each pupil's work in relation to the assessment criteria, the main improvements which could be made and the next set of learning targets. A sample of their comments entered on these documents would then be examined by mentors and form the focus of a debriefing session.

Finally, mentors should encourage students to evaluate their performance as reflective practitioners. If the growth of professional artistry is seen to be an important aim of the ITE programme, feedback will seek not only to inculcate skills but also to encourage reflection of strategies by which assessment can be employed to enhance the quality of learning. To this end, specific questions could be put by mentors in reviews of students' progress; for example:

- To what extent did your assessment criteria relate to your learning intentions?
- Did you make these assessment criteria clear to the pupils?
- Did you involve them in appraisal of their assignments and the setting of targets for future learning?
- Did your feedback help them realise how they could raise the standard of their work?
- Did you use your records to check that they had understood the tasks set?
- How will you use the outcomes of this assessment in planning future lessons?

A further aspect of reflective practice on the part of mentors is to invite students to collaborate with them in an examination of current school policies and the planning of innovation. New assessment strategies may be devised, some of them drawn from a study of published research, and both students, and mentors would then be involved in testing them in the classroom against agreed success criteria.

Equally important is the need to check that students regularly monitor their own progress. This could be achieved by the use of a system of tick boxes or a graduated scale in which they list the various assessment activities they have undertaken and indicate, with reasons, the degree of success they feel they have achieved in meeting the appropriate Standards. These documents, discussed with and countersigned by mentors, would provide valuable evidence when, towards the end of the ITE course, details of overall achievement and areas requiring further support are entered in a summative profile.
3. Resource issues. If mentors within HEI—school partnerships are to provide the
degree of support which has been suggested, they must be given sufficient 'protected
time' to allow them to meet regularly with students. It has been shown that not all
schools in partnership with UWIC have been able to make suitable arrangements. One
partial solution is the utilisation of the resources transferred from HEIs to schools for this
purpose. At present in England and Wales there is no obligation upon a school's
governors to devote these resources to ITE, and it may be beneficial if legislation were
enacted to make this a duty. Alternatively, partnerships could be funded directly by
central government, with a sum specifically allocated for the creation of tutorial time. A
further helpful course of action would be for all HEIs in partnership with the same
schools to reach an agreement concerning the timing of their school experience, so that
mentors are not faced with the prospect of having to repeat the same tutorials for the
benefit of discrete groups of students attending different universities or colleges.

Finally, HEIs should receive sufficient funding to enable them to organise a regular
cycle of in service courses for their mentors. In this way they can ensure that all school
staff who work with students do not lose sight of the obligations of their role, that they
are familiar with current educational developments and that they have the opportunity to
debate the implications of research into assessment. To some extent this would blur the
boundaries between ITE and continuous professional development and enable partner-
ship schools to become 'sites for the learning of professionals' (Edwards & Collison, 1996).

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Appendix 9

Developing partnership in initial teacher education and training

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This article reports the views of a sample of student teachers and mentors on the effectiveness of the partnership system introduced by central government a decade ago in which schools, working with higher education institutions, play a leading role in the delivery of initial teacher education and training (ITET). Whereas mentors point to advantages over the former regime and students consider that schools fulfil their responsibilities well in terms of the ‘apprenticeship’ model of ITET, several major constraints can be identified. In the light of comments received from respondents, suggestions are offered for the future development of partnership in England and Wales.

Partnership in initial teacher education and training

Some ten years ago the then Department for Education (DFE) and Welsh Office reorganised initial teacher education and training (ITET) in England and Wales. By introducing the system of partnership by virtue of which schools, working in collaboration with higher education institutions (HEIs), have assumed greater responsibilities for the preparation of new teachers (DFE and Welsh Office, 1992 and 1993). Whereas universities and colleges organise school placements and award qualifications, teachers, acting as mentors, take the lead in guiding, supervising and assessing students, who now spend a greater proportion of their time in the classroom. As Fish (1995, 27) writes, schools now ‘do all of the work with students’. To help them meet this commitment, resources are transferred from the HEIs with which they have entered into partnership. Although other routes into teaching have been initiated in recent years, notably the employment-based Graduate and the Registered Teacher Programmes (Teacher Training Agency [TTA], 2001), the majority of ITET students still pursue courses based upon the principle of partnership (Howson, 2002).

The fundamental role of the mentor within this system can be best described with reference to three philosophies of ITET. According to the apprenticeship philosophy he/she should exemplify good practice by acting as a model for the student’s emulation and offer valuable advice and ‘tips’ on pedagogy and class management. (O’Hear, 1988; Lawlor, 1990). Observation by students of experienced school staff and collaborative teaching in the early stages of a school placement are activities which accord with this approach (Maynard and Furlong, 1995). Advocates of the competence model (Hargreaves, 1990), on the other hand, assume that successful teaching can be defined in terms of knowledge, skills and understanding, mastery of which must be demonstrated by entrants to the profession. This philosophy has to a large extent been imposed upon all ITET courses in England and Wales with the establishment of a set of ‘standards’ or competencies which students must achieve before they can be awarded qualified teacher status (QTS) (Welsh Office, 1998; Department for Education and Skills [DfES] and TTA, 2002).

Furthermore, writers such as Schon (1987), Fish (1995) and Loughran (1996) stress the importance of the mentor’s stimulating students to learn from reflection upon experience. Schon, for example, advocates several techniques. In his ‘follow me’ approach the mentor demonstrates a strategy which the student endeavours to follow. Subsequently, they jointly review the outcomes of the teaching, the mentor questioning the trainee and helping him/her to think critically about the aims and purposes underlying the approach adopted.
Again, his ‘hall of mirrors’ involves both parties in the constant analysis of their teaching as they assume the role of ‘on-line researchers, each enquiring more or less consciously into his (sic) own and the other’s changing understandings’ (Schon, 1987, 298). Another mode of reflection has been suggested by Arthur, Davison and Moss (1997) who distinguish ‘pragmatic’ and ‘discursive’ dialogue. The former restricts discussion to events which took place within a lesson, while the latter requires the student to examine wider educational and professional issues which are pertinent to that lesson. Similarly, writers such as Van Manen (1990) urge the importance of probing ethical considerations underpinning teaching, while Fish’s ‘strands of reflection’ encourage trainees to develop their own educational theories from reflection and to formulate guidelines for future action (Fish, 1995). Similar practices are described by Richards (1998), Loughran and Northfield (1998) and Ghaye and Ghaye (1998).

In most partnerships there are two categories of mentor: the subject or class mentor and the ITET co-ordinator. The former supervises students’ classroom experience, providing them with feedback upon their teaching and setting targets to ensure continuous progress. The latter, who in certain partnerships is known as the ‘senior’, ‘professional’, ‘general’ or ‘phase’ mentor (Barker et al., 1994; Shaw, 1995; Tomlinson, 1995), is usually a member of the school’s senior management team and has responsibility for extending trainees’ knowledge of whole school policies by the provision of appropriate documentation and opportunities for observation and participation in activities outside classroom teaching. It is also a common practice for ITET co-ordinators to conduct a regular programme of tutorials on educational topics to supplement the course conducted at the HEI, to perform a quality control function by moderating mentors’ judgements on students’ classroom performance and to participate in a final review of their competence in the light of the QTS standards.

The aim of the research reported in this article is to ascertain the views of a sample of student teachers and mentors concerning the effectiveness of partnership within ITET. To achieve this end, a detailed questionnaire was administered during the summer term of 2002 to 66 students pursuing secondary ITET courses at the University of Wales Institute, Cardiff (UWIC) and to 42 students training to become primary school teachers at the North-East Wales Institute of Higher Education (NEWI). As these questionnaires were distributed during class time, the response rate was 100 per cent. In addition, interviews were conducted with a further 36 students at UWIC to pursue some of the issues which had been raised in their responses to the questionnaires. A second questionnaire was then dispatched to 75 schools in partnership with UWIC and to another 75 in partnership with NEWI. Of these, 38 were ultimately completed and returned to NEWI and 27 to UWIC, representing an overall response rate of 43 per cent. A further 75 copies of the same questionnaire were completed by mentors within partnerships across England and Wales who attended a series of meetings organised by the TTA during the course of 2002. Hence, the total sample of mentors participating in the research was 140.

Students were requested to comment upon the extent to which the mentors and co-ordinators with whom they were located fulfilled their respective roles and acted upon the tenets of the three philosophies of ITET. Mentors were asked to record the main advantages which they believed were conferred by partnership, and both groups were invited to list any difficulties and constraints which they had experienced and to suggest strategies for improving the standard of ITET in England and Wales. The main findings are reported below.

The perceptions of students and mentors concerning the current state of partnership

Students considered that their subject and class mentors were especially strong in terms of the apprenticeship philosophy. 89 per cent judged them to have been appropriate role models and 90 per cent affirmed that they had offered valuable advice and precepts. Moreover, a high proportion of the sample considered that their initiation into the classroom had been smooth and well organised. 91 per cent began by observing lessons taught by experienced staff and 66 per cent engaged in collaborative practices in which they learned about important pedagogic skills. 88 per cent received feedback on their teaching at least once a week, and 86 per cent were set targets which made clear to them ways in which they could improve their performance. The majority also considered that their ITET co-ordinator had been efficient in affording them opportunities to examine whole school policies and to undertake relevant observation. Thus, 70 per...
cent reported that they had received the school's policy on discipline and 65 per cent documentation concerning the curriculum. 68 per cent had acquired through observation a deeper understanding of the teacher's pastoral responsibilities, 62 per cent had studied the management structure of the school and 53 per cent had attended meetings with the special educational needs co-ordinator.

The consensus among mentors was that partnership has been a considerable improvement over the former college-based system. It was contended that by explaining their practices to students they could refine their thinking on learning and teaching and that, in some cases, this had led to a re-appraisal of existing policies. 92 per cent noted that students often brought fresh ideas to the classroom, and 88 per cent argued that mentoring skills could be transferred to other areas of school life, for example, the induction of newly qualified teachers and programmes of continuous staff development. Other advantages included scope for engaging in a wider range of teaching strategies by having an additional person in the classroom and formal recognition of schools' contribution to ITET.

On the other hand, it was possible to identify a number of problems and constraints. Whereas subject and class mentors' abilities in terms of the apprenticeship model were apparent, their skills with respect to the competence and reflective practitioner approaches were less highly rated by students. Indeed, 46 per cent of the sample claimed that no reference was made to the QTS standards when they were offered advice on lesson planning and 34 per cent stated that this was the case when they received feedback on their teaching. Since the DfES and Welsh Assembly Government state clearly that mastery of all the standards is essential for the acquisition of QTS, this is a matter of concern. Understanding of the techniques associated with the 'reflective practitioner' philosophy was even more deficient. Whereas 74 per cent of students were expected to review their teaching, only 49 per cent were able to participate in Schon's 'follow me' approach and merely 32 per cent in his 'hall of mirrors'. Just 47 per cent reflected upon ethical issues underlying teaching, Fish's strands of reflection were familiar to 35 per cent, and only 31 per cent practised 'discursive' dialogue. Nor were the lesson evaluations of over a third of the students used for any form of reflective discussion. Hence, it would appear that valuable opportunities were missed for analysing classroom experience.

Some criticisms were also received of the way in which co-ordinators carried out their role. 63 per cent of students received a weekly tutorial, but only 42 per cent of these could point to any clear correlation between the topics covered and the classes they had attended at the HEI. The teaching of nearly one-third was not moderated by the co-ordinator and two-fifths did not receive any summative review of their progress. These deficiencies may be attributed to four major constraints. First, many mentors and co-ordinators lack the time needed to fulfil their responsibilities. 78 per cent of school staff listed this as the greatest problem they faced. Co-ordinators, for example, are usually members of the senior management team who have to combine their ITET functions with many other demanding duties. Typical comments received were:

- 'Most co-ordinators in schools are deputy heads or heads of department with a full teaching commitment. As things stand now, they cannot possibly give all the time they would like to students'. (Secondary co-ordinator)
- 'Speaking to trainee teachers after school and during lunch time is not ideal as the students are tired or need the time to finalise their organisation. A set time would benefit both tutor and trainee'. (Primary co-ordinator)

Second, this problem is exacerbated by the conflicting demands of HEIs. Two-thirds of the schools in this sample had entered into partnership with more than one university, each of which had its own distinctive pattern of school experience and scheme of work relating to educational topics. Consequently, co-ordinators were expected to offer tutorials to groups which arrived at different stages throughout the academic year and which had studied a wide variety of whole school themes. Time did not allow for the delivery of separate classes for each cohort and difficulties were encountered in planning a unified course which would have coherence for all students. In most cases these co-ordinators sought to meet the requirements of just one HEI, although they realised that this was unfair to trainees from the other institutions.

Lack of resources was a third constraint raised by 71 per cent of co-ordinators and mentors. Although funding is transferred from HEIs to schools to support
ITET, there is at present no
obligation on governors to
ensure that it is actually devoted
to that purpose. 70 per cent of
respondents stated that the
resources received from universities
and colleges were not always
passed to them despite the fact that
certain aspects of partnership could
involve heavy costs, particularly
the photocopying of schemes of work.
In some secondary schools moneys
were allocated directly to those
departments which accommodated
students. At others only a
percentage reached them, while
elsewhere the funds were expended
upon the purchase of books and
equipment generally across the
school and had little immediate
impact upon ITET. Variations in the
amounts received from different
HEIs were also reported.

A fourth problem was the rather
fitful nature of the training
available to school staff. Although
funding was provided by the
government in the period 1992 to
1994 to prepare them for their new
roles, little has been made available
since that time, and 80 per cent of
respondents agreed that further
professional development was
highly desirable. The courses
attended by 64 per cent had in their
judgement focused upon
administrative matters such as the
completion of forms for the HEI
rather than philosophies of ITET,
quality control mechanisms and
specific mentoring skills.

Discussion and
recommendations for
future policy

Most participants in this survey
considered that the institution of
partnership between schools and
colleges has been beneficial but
that certain modifications are
essential if the quality of ITET in
England and Wales is to be
improved.

The first change recommended by
97 per cent of mentors and
co-ordinators concerns the
allocation of specified non-contact
time to enable them to support
their trainee teachers. This proposal
clearly has implications for funding,
and 80 per cent felt that the system
whereby resources are transferred
from HEIs should be reviewed. One
suggestion was that central
government should fund places at
HEIs and school separately. A
national daily rate could then be
agreed for schools which receive
students and these resources could
be provided directly to them by
such bodies as the TTA and Welsh
Assembly Government. In deciding
a daily rate, account could be taken
of the stage reached by students
within their course and the
expectations made of mentors
within partnership agreements.
Such an arrangement would reduce
the element of competition
between HEIs and bring to an end a
situation in which certain university
Schools of Education with a long
record in ITET have decided on the
grounds of cost that they can no
longer participate in this enterprise
(Thornton, 1999).

A further issue which emerged
from the survey was the use made
of the resources currently provided
by HEIs. It has been shown that
many differences exist in the
practices adopted by school
governors and senior staff.
Accordingly, four-fifths of
co-ordinators and mentors
approved the proposition that
legislation be enacted to ensure
that the funding a school acquires
for ITET should be devoted solely to
that end. As one subject mentor
commented, if departments were
aware that they would receive
resources for this purpose, their
motivation to work with students
would be all the greater. At a time
when government is concerned to
persuade more schools to seek an
involvement in initial teacher
education (Thornton, 2002b), this
is an important consideration.

Reference was made above to the
diverse expectations of HEIs in
terms of the periods of school
experience they require and the
content of the courses they offer.
Two-thirds of co-ordinators and
mentors believed that partnership
universities and colleges should
reach local agreements upon a
common pattern of school
experience and upon a single
scheme of work concerned with
whole school matters.

Respondents also stressed that, if
schools are to play a larger role in
ITET with the growth of such
schemes as the Graduate Teacher
Programme, it is essential that
attention be paid to the quality of
professional development. 82 per
cent agreed with the suggestion of
Hudson (2003) that a nationally
recognised qualification for
mentors and co-ordinators should
be established along the lines of the
National Professional Qualification
for Headteachers. This would
define role expectations, ensure
standardisation of training across
England and Wales and create an
award which could form an
important step in the teacher's
career structure, thereby
encouraging more school staff to
act as mentors. The setting of
objective standards would also help
schools assess the effectiveness of
the provision they offered student
teachers and, it is hoped, eliminate
some of the unsatisfactory practices
reported in response to the
questionnaire. It was apparent...
from this and other surveys (Geen, 2001) that many of the courses organised by HEIs have tended to concentrate upon administrative minutiae. We therefore recommend that, among other areas, training for a national qualification ought to include the underlying philosophies of ITET, especially the use of standards within the competence model and techniques designed to encourage reflective practice about which few mentors seem to have very much knowledge. Details of the precise contents should be determined by the General Teaching Councils for England and Wales after extensive consultation with practitioners in schools and HEIs rather than by governmental agencies such as the TTA. As Brighouse has argued, control over ITET regulations should rest with representatives of the teaching profession (Thornton, 2002a).

It is also important that the government provides sufficient resources to permit a continuous cycle of professional development for mentors. It must be recognised that many of those teachers who completed their training in the period immediately after the inception of partnership, when ‘initiative funding’ was available, have now retired or moved to other posts. In some schools the amount of training received by their successors has been scant or non-existent. Hence, government needs to understand that mentor training should be an on-going activity. 99 per cent of respondents agreed with the statement that all mentors should attend at least one training event each year.

Finally, 97 per cent of participants in the survey favoured the introduction of a regime whereby a school’s ITET programme would be assessed during inspection and a quality mark awarded where a consistently high standard of mentoring was identified. The Labour government has recently drawn up criteria to identify ‘advanced’ schools. In the same way, those which perform well over a period of time solely in terms of ITET could be awarded some such nomenclature as ‘advanced initial professional development school’.

Conclusions

From the comments submitted in the questionnaires and interviews it would appear that the ideals of the apprenticeship philosophy are being fulfilled within the current system of partnership. For a number of reasons relating to time, funding and training, understanding of the competence model is less clear and mentors are not always well equipped to guide students in techniques designed to enable them to learn from reflection. Co-ordinators experience special problems in finding time to provide an experience in which students’ learning at the HEI is developed in tutorials at the school. If central government wishes school staff to play an even greater role in the preparation of new teachers in future years, it needs to pay attention to these problems and to implement appropriate solutions.

References

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Appendix 10

This chapter looks at the new Standards and requirements for the education and training of teachers in England, with a particular emphasis on the prospects for partnership. In considering the reasons that underlie the introduction of these new orders attention will be given to recent developments in the 'partnership with schools' model for initial teacher training and education (ITTE) and the way in which the new document recognises the strengths of such an approach. The chapter analyses the opportunities that are available within the new regulations and attends to issues that providers of ITTE will need to consider when reviewing their existing programmes. Finally, the chapter will give consideration to those elements that have received no attention in the new orders but are seen to have a significant impact on the quality and sustainability of this model.

There can be little doubt that few initiatives have had such an enormous impact on the preparation and training of teachers as the introduction of the partnership model. This is not to say that the formal involvement of schools has proceeded smoothly. On the contrary, only small numbers of schools 'signed-on' during the critical stages and the professional associations advocated caution in the face of a possible increase in workload for little remuneration (Ring, 1995; UCET, 1995). The situation has, however, improved considerably and now significant numbers of schools in England and Wales work with ITTE providers to prepare the next generation of teachers.

The initial steps towards formalising the relationship between schools and ITTE providers were taken by the government with the introduction of Circular 9/92 (DfE, 1992) and Welsh Office Circular 35/92 (Welsh Office, 1992) for the training of secondary teachers. This required schools to assume greater responsibility for the training of teachers through collaborative or 'partnership' agreements with ITTE providers. The Education Act 1994 not only established the partnership model for teacher training but also introduced an increased role for schools by permitting them to take the lead, making use of higher education staff only where they believed their contribution to be desirable. During this two-year period, the schools had moved from a support role in ITTE to at least an 'equal partner' position, which would be strengthened by subsequent regulations (DfEE, 1998a; 1998b; Welsh Office, 1998). This move to empower schools has been supported, in the main, by the traditional providers as they recognise the significant contribution that schools make to the training process and the value that such close working relationships can add to their ITTE courses. The partnership model has moved the placement elements of ITTE courses from a simple 'teaching practice' approach where classroom teachers had little formal input to the design, monitoring and assessment of the trainee's experience to a school experience approach that embraces many more of the aspects of the teacher's role within the 'life' of the school. In an attempt, initially to meet legislative requirements, schools and higher education institutions (HEIs) have developed, in partnership, clear roles and responsibilities for participating staff and efficient processes
prepare and support trainees to meet the Standards for Qualified Teacher Status (QTS) and to enter the profession.

Within the ten-year life of the partnership approach to ITTE, there have been numerous tensions when HEIs have been forced to comply with initiatives or legislation that have been introduced with little or no consultation. Perhaps the greatest strength of the new document (DfES/TTA, 2002) is that it has been produced with a ‘tast of thousands’. Throughout the last year, groups of contributors drawn from all sectors within education have been given the opportunity to air their opinions, draft statements and respond to initial findings to ensure that the document reflects the views of the providers. As a contributor to the requirements for the ITTE section (ibid.), it was apparent that notice was taken of the opinions expressed during the numerous working sessions. Again, those reading the consultation document (TTA, 2001) will, when comparing it with the final document, see that changes have been made as a result of the responses submitted. This receptive approach to the providers will be welcomed and should be sustained to ensure that the implementation process is evolutionary, building on good practice which is supported by an evidence base.

I intend to explore the process through which the new requirements for ITTE have been decided and to explore the content as it relates to the promotion of partnership. At this point, it should be mentioned that the views expressed in the following pages, whilst essentially my own, are also the result of a frantic period of e-mailing colleagues within the Association for Partnerships in Teacher Education for their immediate reflections on the new document. As a result of their replies, it would be fair to say that the new requirements have been received favourably but not unequivocally.

Initially, it is clear that this revision of the requirements for QTS builds on the foundation laid in earlier legislation to secure the partnership model for ITTE programmes. Requirement 3.1 (DfES/TTA, 2002) states the need for providers to involve schools in the planning and delivery of programmes and the selection and assessment of the trainee teachers. There is little here to cause concern, philosophically, for HEI providers as this represents elements of the current situation and would be recognised by those participating in provision as ‘good practice’. The difficulty, however, lies in the need to resource these requirements. To date, HEIs have managed this in a variety of ways, from direct payment to schools to a reliance on the goodwill of school staff. Within this range, numerous creative solutions have been developed but such understandings often make for tenuous or temporary arrangements that leave the provider with little guarantee that requirements will be met ‘the next time around’. Although every effort is made by providers to comply with the existing requirements, the extent to which each is able to ensure that all these aspects are met is questionable. Therefore, simply reiterating the demand with no attention to the resource requirement is unlikely to achieve a more consistent compliance.

The development of R. 3 introduces little that is new in terms of the present partnership model for the majority of providers: Whilst this may be seen as again emphasising vital aspects of the existing partnerships, the expectation may well fall short of the reality. Certainly, the majority of partnership documents contain sections that make clear the
role and responsibilities assigned to each participant within the partnership. Equally, there will be no difficulty in designing documents which 'set out arrangements for preparing and supporting all staff involved in training' (ibid. R. 3.2). The difficulty will be with implementing the arrangements unless the resources are made available to provide such support. Research studies have shown that participating staff value and welcome the opportunity to receive initial and ongoing training (Williams and Soares, 2000) but that access to programmes is limited by time restraints (Geen et al., 2000). Again, providers have offered solutions to the problems of access by accrediting mentor training courses and delivering low-cost or free in-service education and training (INSET) packages. However, school-based mentors are often unable to avail themselves of these opportunities when supply-teacher costs cannot be met by their school and they are reluctant to attend twilight or weekend provision. It is a concern for providers that they are unable to encourage previously trained mentors to attend regular refresher, developmental and updating sessions but a serious worry that many school-based staff members will act as mentors to trainee teachers without having themselves received any training at all.

The issues surrounding the provision of training for those participating in the partnership should not be dismissed lightly. Whereas the majority of providers will design their programmes with representatives from schools, the transmission of the programme's requirements to all participants is difficult to achieve without an effective method of dissemination. By implication, the 'design committee' is likely to include only a small number of people, but their decisions will involve all staff and trainees participating in the programme. Providers have attempted various methods of disseminating the information to all participants, and many partnership documents contain detailed information about the entire programme. Such an approach, however, requires every individual to read and understand the details of the scheme if coherence is to be achieved. Without an understanding of the entire programme, there is a danger that the participant will devote attention only to those elements that are seen as relevant to their role or aspects that fall within their responsibility. This will, in turn, fragment the programme and possibly restrict opportunities for the trainee. Regular training programmes would provide a means for the dissemination of information, the evaluation of implementation procedures and the opportunity to revise practice.

The issue of resources features prominently within the partnership model for ITTE from the perspective of the providers and of the government. In a survey of school-based training, Her Majesty's Inspectors (HMI) (DES, 1991) recognised the validity of the concerns expressed by HEIs over the funding issues associated with the provision and monitoring of placements for the trainee teachers:

'Apart from staff salaries, expenditure associated with student experience in schools makes the largest demand on the institution's initial training budget ... Traditionally, school-based aspects of training have rested on an ill-defined principle of mutual benefit, with no money changing hands. Increasingly, as schools take responsibility for their own budgets, that principle is being challenged ... If teachers make a more substantial and formal contribution to training as opposed to simply providing teaching practice placements, a proper value will need to be placed on it.'
The obvious desire to avoid a prescriptive approach is evident in the continuation of R. 2.5: "Teaching in settings other than schools may also count towards these totals, [the number of weeks a trainee spends being trained in schools for each programme]." Adopting this approach allows individual providers to interpret the statement and recognise the range of experience that trainees bring to their programme. Alternatively, the statement may be seen to encourage providers to be more creative in their design of the 'teaching' experiences they offer to trainees. If this is the correct interpretation of the requirement, then the door could be ajar for the offering of innovative experiences. This is not an entirely new development, as an earlier version of this flexibility was offered to providers when the time that trainees spend in schools was increased to their current levels. The opportunity that such an allowance presents, however, must be addressed with reference to the remaining requirements, and programme designers must ensure that the experiences are complementary to those gained in the school setting in order that trainees may meet the Standards for QTS.

The move to establish programmes that are adaptable to meeting the needs of individuals is a theme that has gained momentum during the past decade. Initially, attempts to provide individual training programmes for the award of QTS were not attributed directly to the HEI providers. Rather they were seen as a means of removing control for the training of teachers from the HEIs: "... a strategy to nullify the role of HE in the preparation of teachers" (Fish, 1995). The 'birth' of such programmes came with the introduction of the Licensed Teacher and Articled Teacher Schemes (DES, 1989), which began operation in 1990. Impetus for this development was provided by the introduction of the SCITT potential in the government's proposals for the reform of ITTE (DfE, 1993) and a number of school-centred consortia were formed to offer, and some continue to offer, programmes. In 1996, the Teacher Training Agency (TTA) proposed the introduction of the G/RTP as a means of providing "... a tailor-made training route ..." (TTA, 1996). This has now replaced the Licensed Teacher and Articled Teacher schemes and has enjoyed considerable success in terms of recruitment. The scheme has grown from modest numbers during the early years of operation to over 2,000 candidates presently enrolled. It is against this background that the requirement for all providers to 'ensure that training takes account of individual needs' (DfES/TTA, 2002, R. 2.3) is set. Moreover, this should not be read in isolation from the previously discussed R. 2.5 that emphasises the accreditation of previous experience.

At first sight, the construction of individual programmes for trainees within a large cohort may appear to be a daunting and onerous task. For those involved with the G/RTP scheme, however, lessons have been learned and the experience of conducting a 'needs analysis' against the Standards may be no less demanding than the existing expectation for subject audits. Perhaps the early attention to assessment against the Standards would be beneficial in emphasising to trainees the importance of a self-critical and evidence-based approach towards measuring their progress. This would assist with the formative compilation of the Career Entry Profile (CEP) and establish good habits at an early stage of their professional development. For many providers, this approach to recording the progress of individual trainees will not be burdensome as many have embryonic or established systems in place. It is not difficult to see ways in which such systems could be modified to account for the results of an initial analysis of
The aspects addressed to this point have attended to the requirements section of the new legislation and have discussed their impact on the ways in which the partnership model may respond. It would be too naïve to believe that the influence on partnership will be restricted to this section. Obviously, changes to the Standards and to the essential philosophical premise of the programme will have a considerable effect upon the way in which the partnership will operate to meet such reorientation or possible reconstruction. If the understanding is that the partnership will be the vehicle through which the aims of the programme are achieved, then it is essential for designers to consider the implications of change to their existing model. It is equally important for those designing the legislation to consider the effect that their requirements will have on the efficiency of the national partnership approach to ITTE.

The Introduction to the new document establishes within the first few pages the flexibility that is offered for the design of courses:

'These Standards are a rigorous set of expectations and set out the minimum legal requirement. We know that many primary teacher trainers will choose to supplement this minimum by continuing to offer a subject or phase specialism. Other trainers may choose to provide additional training which develops trainee teachers' knowledge and skills ...' (DES/TTA, 2002).

Examples of the range of ways in which providers may choose to supplement the minimum requirements are given and include: special education needs; personal, social and health education and citizenship; specialism in a non-National Curriculum subject; training to meet the Standards for further education and training relevant to the needs of a religion or for working in multilingual classrooms. This diversity of opportunity for programme designers is welcomed and the topics identified will be seen as important, but the varying programme supplements may place an additional strain on the partnership model. Schools often work in partnership with more than one provider. The difficulty of ensuring that the school-based staff are conversant with the programme documentation has already been discussed. If programmes differ considerably in the emphasis given to certain areas, individual schools may decide that the complexities of managing different providers' programmes is too great and may then decide to limit their collaboration to a single provider. Alternatively, schools with a particular area of expertise may choose to offer their services to the provider whose programme reflects their specialism and cease to offer placements to their traditional provider. For some schools, the additional demands of the new requirements may prove to be too burdensome and they may withdraw from collaboration altogether.
The issue addressed above must be related to the introduction of 5.2.5 (OJEU/TA).

Excessive demands of applying English in the subjects integrated with the curriculum for other areas (see, "Irish", 1998). For those schools in particular, the laws of the land need to be addressed with the needs of the students and teachers in mind. The school curriculum must be designed to meet these needs.

The emphasis on school performance in the standards of the national curriculum is crucial. The development of a strong school performance can be achieved through the integration of the English language. This allows for the development of a large number of pupils and a wide range of skills to be met. The standards of the national curriculum are designed to meet these needs.
Inevitably, any analysis of a new requirement will address areas of perceived difficulty when undertaken by those charged with its implementation. The document has been compiled as a result of extended consultation and has built on the secure foundations laid by previous statutory orders for the further development of the partnership model. Much of what is recognised as good practice in the operation of partnerships for ITE has been included in the document. Moreover, opportunities have been created to encourage innovative practice with the agreement that:

‘OFSTED will base its inspections on the statutory requirements ... OFSTED will not inspect against non-statutory guidance contained in the Handbook’ (DFES/TTA, 2002).

Indeed, the deliberate lack of specification within the Standards and requirements supports the introductory comments that:

‘They allow providers autonomy in deciding how they will organise their training and respond to individual trainee teachers’ needs. They do not set a curriculum, nor do they specify how training should be organised and run’ (DFES/TTA, 2002).

Inevitably, there will be unease amongst providers who must respond by interpreting the demands in the revision of their programmes and some will view the lack of direction in certain areas as unhelpful. Equally, some providers will be ready to experiment with the content of their courses, selecting areas to supplement their provision and engineering a fit for the needs of their particular context. If this is the case, then programme diversity will occur rapidly and the distinctive nature of programmes will emerge.

At this point in the analysis, it is worth while giving consideration to those areas that not only lack specific detail but also receive no attention in the actual document. Certainly, the greatest constraint on the development of the partnership model is the lack of funding available to support mentors in fulfilling their obligations to the trainee teachers as detailed in their partnership agreement responsibilities (Geen et al., 2000; 2001). Fundamentally, partnerships are under-resourced. This has been recognised by numerous research studies (Griffiths and Owen, 1995; UCET, 1995) and also by the inspectorate:

‘HEIs and schools are at different stages in the development of mentoring in their various partnerships. If quality of provision and standards are to improve further, there is a need for more funding for the training of mentors, and quality assurance needs to be developed further’ (OHMC, 1998).

The Green Papers (DFEE, 1998b; Welsh Office, 1999) proposed that schools should be funded directly but gave no indication of the amount of funding each school would receive:

‘We intend to review funding arrangements to ensure that they recognise the role of schools as equal partners. In particular, we will consult on the case for funding the
higher education/school partnership directly rather than channelling funding for partner schools through higher education institutions’ (DfEE, 1998b).

Given the varied nature of each provider’s programme and the use made of the time spent in schools, such an approach would be difficult to administer. Of greater interest is that this proposal was made with no explanation of the reasons which gave rise to the view and that no suggestions were offered of ways in which such a model would be implemented. Certainly, the administration of partnership represents a significant cost for the majority of HEI providers, but the direct payment of funds to schools could stifle some of the creative solutions that have been applied in compensating for under-funding to date. It is not surprising, therefore, that this suggestion has not been revived.

There can be little doubt that the most serious omission relates to the obligation placed on the individual sectors for the development of partnership. The document now expects that all providers will meet the requirement to work in partnership with schools but makes no reference to the need for schools to work in partnership with providers. Whilst it is recognised that the arguments for and against the adoption of such a position evoke emotive responses from all sectors of education, the fact remains that the onus is still upon providers to secure partnerships with schools. Such a position does little to address the concerns of providers when schools may withdraw from agreements as the result of staff changes, inspection demands and other reasons, leaving the HEI to count the costs of training, documentation and revised placement allocations. The perpetuation of a system which requires one partner to comply with legislative requirements and the other with the right to opt in or not is unlikely to encourage the effective development of ‘equal partnership’. It may be paralleled by the farm animals’ desire for a cooked breakfast, where the pig is committed totally but the hen only makes a contribution!

In summary, the new requirements recognise the achievements of providers and schools in developing an effective partnership model for ITE. They build on the sound foundations already laid and appear to encourage further experimentation to allow for distinctive programme construction, restricting the parameters of Office for Standards in Education (OFSTED) inspection to the statutory section whilst providing additional support through the handbook and example materials. The introduction of a standardised set of requirements for all providers is to be welcomed and will ensure that a minimum entitlement for trainee teachers is established. Unfortunately, the opportunity to address the main inhibitor to partnership development has not been tackled and the issues surrounding the funding of the model will continue to be a cause of concern.

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Appendix 11

Initial Teacher Education and Training: A New Opportunity for Partnership in Wales

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ABSTRACT

The National Assembly Government has declared its intention to introduce new requirements for courses of Initial Teacher Education and Training (ITET) for implementation in September 2004. The current requirements for such courses rely on a 'partnership with schools' model which, given the introduction of new requirements in England from September 2003 and the emphasis on this model, is unlikely to be removed from the Welsh courses. Although the 'partnership with schools' model has been in operation for the past decade and has been acknowledged by all participants as a positive model for ITET, there are considerable constraints that inhibit further development. It is essential that the factors restricting quality, consistency and parity of experience for student-teachers are identified, acknowledged and examined before attempting to initiate new requirements. Any attempt by the National Assembly Government to increase the level of expectation on either schools or ITET providers, without addressing the existing constraints, will increase the strain on the model and could result in a set of requirements that is impossible to meet. The purpose of this article is to initiate a debate that will address the shape and structure of a 'partnership with schools' model for the delivery of ITET courses in Wales. To provide a background for the debate, this article will examine research studies undertaken during the past five years into aspects of the current model, and will draw upon the findings and recommendations of these studies. Attention will be given to the newly published requirements for ITET courses in England and to the process of consultation undertaken to achieve these. Ultimately, the aim of the article is to focus attention on the perceived needs for the 'partnership with schools' model in Wales, as the country prepares to consult on the revision of the existing standards for ITET and devise a new set of requirements.

Background

Initial Teacher Education in Wales is provided by eight higher education institutions (HEIs), all members of the University of Wales with the exception of one partnership which involves the University of Glamorgan. The Welsh Assembly Government sets the annual recruitment requirements for Initial Teacher Education and Training (ITET) and the Higher Education Funding Council for Wales (HEFCW) establishes the individual target allocation of each HEI. The total intake allocation for Wales for the academic year 2003-04 is 2,470 (1,320 secondary and 1,150 primary) students. Additionally, the National Assembly Government allocates 50 places for the Graduate and Registered Teacher Programme that is independent of both HEFCW and the HEIs.

Initial steps toward formalizing the relationship between schools and ITET providers were taken by the government with the introduction of Welsh Office Circular 35/92 (Welsh Office, 1992) for the training of secondary teachers. This required schools to assume greater responsibility for the training of teachers through collaborative or 'partnership' agreements with ITET providers. The 1994 Education Act not only established the partnership model for teacher training but introduced an increased role for schools by permitting them to take the lead, making use of higher education staff only where they believed their contribution to be desirable. Within Wales, few schools have decided to offer ITET courses independent of the traditional HEIs. The approach, in Wales, has continued to be a partnership between the schools and the HEIs.

During the two-year period, 1992-4, the schools had moved from a support role in ITET to at least an 'equal partner' position, which was strengthened further by subsequent regulations (Welsh Office, 1998). This move to empower schools has been supported, in the main, by the traditional providers, as they recognize the significant contribution that schools make to the training process and the value that such close working relationships can add to their ITET courses. The partnership model has moved the placement elements of ITET courses from a simple 'teaching practice' approach, where classroom teachers had little formal input to the design, monitoring and assessment of the trainee's experience, to a 'school experience' approach that embraces many
more of the aspects of the teacher's role within the 'life' of the school. In an attempt, initially, to meet legislative requirements, schools and HEIs have developed clear roles and responsibilities for participating staff and efficient processes to prepare and support student-teachers to meet the standards for qualified teacher status (QTS) and to enter the profession. However, the need for speed in designing the partnership model in order to meet the requirements for accreditation has resulted in what Furlong et al. (1996) describe as the 'HEI-led partnership'.

This early introduction of the requirement, on the part of the existing HEI providers, to develop partnerships with schools, was not a smooth transition from the established 'teaching practice' to the 'school experience' model. Unfortunately, the requirement was introduced with little consultation and resulted in only small numbers of schools 'signing-on' during the critical stages and the professional associations advocating caution in the face of a possible increase in teacher workload, for little remuneration (Ring, 1995; UCET, 1995). The situation has, however, improved considerably and now the majority of schools, in both England and Wales, in proximity to an HEI, ITET provider, participate in the preparation of the next generation of teachers.

Development

With the advent of a partnership model for ITET, the educational research community gave considerable attention to the issues surrounding the development of effective models for partnership and descriptions of embryonic structures (Benton, 1990; Booth, Furlong and Wilkin, 1990; Alpin, 1994). This early attention to the models for partnership was superseded by an interest in the development of mentoring practice and numerous texts appeared that provided useful advice and guidance for those engaged in the process (Hagger, Burn and McIntyre, 1993; Fish, 1995; Tomlinson, 1998). As the various models for partnership with schools have developed, the attention of researchers has been maintained with both the effectiveness of monitoring and the efficiency of implementation being investigated.

Before considering the ways in which the Welsh Assembly Government may attend to the revision of the existing requirements for the ITET programmes, it is appropriate to draw upon the findings of some of these research studies. By recognizing the anxieties expressed by the participants in partnership and by giving them due consideration, as factors inhibiting the effectiveness of the process, the new regulations may be framed to alleviate many of the concerns.

Predominantly, the issue of resources dominates the findings from investigative studies into the effectiveness of partnership delivery. Initially, the cause for concern centred upon the amount of funding which was transferred from the HEI to the school. This issue is now less prevalent for many providers was the case some years ago; however, the essence of this aspect remains but has been clarified, through experience, and is represented in a number of related resource areas.

Throughout the research studies of the last five years, it is apparent that the request from the schools for increased funding has moved from a 'feeling' that the money is insufficient to support the responsibilities ascribed to the roles, to an identification of where additional resources are needed to improve the quality of provision and support for the student teachers. A consistent finding of the studies has been the request for additional time for the school-based mentors to fulfill the roles that they have adopted, acknowledging that they are not able to provide sufficient support for the student-teachers undertaking school experience in their institution (Geen, Bassett and Douglas 1998; 1999a; 1999b; 2000; 2001). The recommendations made for each of these studies include the need for 'protected' time for school-based mentors to meet regularly with their student-teachers. This concern has been repeated in a recent study of mentors, conducted during a series of Teacher Training Agency (TTA) Regional Conference meetings in February 2002 (Bassett, unpublished) where 94 per cent (n = 137) of respondents agreed with the statement 'Mentors should be given a specified allocation of non-contact time to support their trainee teachers'.

The consequence of inadequate funding is not limited to the provision of non-contact time. The studies cited highlighted the need for a programme of mentor training to 'induct' new mentors and to develop further the skills of existing mentors. In a study concentrating on the selection and training of mentors, Geen (2001) discovered that 42 per cent (n = 97) of the senior mentors questioned had received neither initial training nor subsequent training to support them in their role. This statistic exemplifies the concerns expressed by participants in the partnership model and reflects the findings of a Higher Education Funding Council (HEFCW) meeting on 3 June 1997 (Geen, Bassett and Douglas 1998: 45), where 70 per cent of the participants supported the need for regular mentor training sessions which concentrated on:
the planning of students’ induction; guided classroom observation; forms of collaborative teaching; strategies for supporting students’ classroom experience and developing their knowledge of educational issues; skills vital to the mentor’s role (for example effective listening, encouraging students to reflect upon experience, reviewing progress, debriefing and target setting); assessment … and techniques of profiling.

The need for ongoing mentor training was also supported by the Office of Her Majesty’s Chief Inspector of Schools in Wales (OHMCI, 1998: 8) with the statement: ‘If quality of provision and standards are to improve further, there is a need for more funding for the training of mentors, and quality assurance needs to be developed further.’ Again, in the recent survey of mentors during the TTA Regional Conference meetings, the need for mentor training was supported by 99 per cent (n = 137) of the participants when asked to respond to the statement ‘Mentors should attend at least one mentor training event per year’. Considerable support (81 per cent) was also given, by the same mentors, to the statement ‘The money transferred to schools must be used to support the trainee teachers during their placement or for the training of mentors’. The desire to engage with mentor training appears to be supported by both school-based mentors and HEI tutors and is recognized as a means not only of raising the quality of the experience provided for the students but also of achieving excellent professional development for school-based staff (Geen et al, 2000). The obstacle to this development must be attributed to a lack of funding and it would be difficult for the providers to transfer further resources from their existing funding.

An interesting development in the debate over finance appeared in a Welsh Office publication (1999: 35) that recognized the cost implications of the partnership approach to ITET and indicated that the funding methodology would be reviewed:

We intend to review funding arrangements to ensure that they recognise the role of schools as equal partners. In particular, we will consult on the case for finding the higher education/school partnership directly rather than channelling funding for partner schools through higher education institutions.

Implications

Given the varied nature of each provider’s programme and the use made of the time spent in schools, such an approach would be difficult to administer.

Of greater interest is that this proposal was made with no explanation of the reasons which gave rise to the view and that no suggestions were offered of ways in which such a model would be implemented nor of the way in which such a proposal would be funded. Certainly, the administration of partnership represents a significant cost for the majority of HEI providers, but the direct payment of funds to schools could stifle some of the creative solutions that have been applied in compensating for underfunding to date. It is not surprising, therefore, that this suggestion has not been revised and that no further announcement has been made. Already, providers in England have withdrawn from ITET because of financial constraints associated with the delivery of the programmes, (for example, Liverpool University) and others have considered the financial viability of continuing their commitment. (most recently the University of London Institute of Education which, until receiving a significant additional financial allocation of approximately £3m from the government, questioned whether it should continue to provide ITET). Should the proposal to fund schools directly result in a reallocation of the existing resource then the probability of HEIs continuing as the major providers of teacher support would be unlikely and the existing model would become untenable.

When questioning the legislative requirements for ITET courses, the issue of ‘choice’ must be examined. Under current requirements, HEIs offering ITET programmes must work in partnership with schools but it is not a requirement for schools to work in partnership with HEIs. While it is recognized that the arguments for and against the adoption of a position which requires schools to work in partnership for the delivery of ITET programmes will receive responses from all sectors of education, the fact remains that the bonus is still upon providers to secure partnerships with schools. Such a position does little to address the concerns of providers when schools may withdraw from agreements because of staff changes, inspection demands and other reasons, leaving the HEI to count the costs of training, documentation and revised placement allocations. The perpetuation of a system which requires one partner to comply with legislative requirements and confers on the other the right to opt in or out is unlikely to encourage the effective development of ‘equal partnership’ and should receive due consideration in any period of consultation.

Trends in England

As Wales moves towards the revision of Welsh Office Circular 13/98 (Welsh Office, 1998), for implementation in September 2004, it is appropriate to
consider the recent experience of review in England. Certainly, the consultation process in England, for the revision of Circular 4/98 (DfEE, 1998), was extensive, and sought the views of all parties with an interest in teacher education and training, but did not necessarily attend to the issues highlighted by the research studies. Therefore, the new requirements for England, detailed in 'Qualifying to Teach' (DfES/TTA, 2002), ignore many of the concerns expressed by the participants in partnership (Bassett, 2002). As yet the Welsh Assembly Government, has not revealed details which will form the basis of the consultation. An initial consultation document (Welsh Assembly Government, 2003), of what will be a two-phase process, has been produced to seek the views of providers. This consultation document does not provide details but indicates a desire to achieve a unity with the English requirements detailed in 'Qualifying to Teach'.

We also propose to proceed on the basis that the Standards for QTS, the Requirements for the provision of ITT and the non-statutory handbook will – with changes where needed to accommodate language and other specific Wales only issues – look very similar to those already issued by the Department for Education and Skills and the Teacher Training Agency in England. (p. 4)

The Teacher Training Agency (TTA) has, however, introduced a number of initiatives to support providers in their development of the school-based, student-teacher experience. They have provided a network of partnership project managers (PPMs) who operate across each 'region' for the promotion and dissemination of good practice. These PPMs have a remit to support HEIs and schools and to co-ordinate activities that encourage co-operation and collaboration between providers. Moreover, the TTA has provided funding for a number of advanced skills teachers (ASTs) to work with providers in promoting partnership by encouraging schools to be more active in their engagement with providers, delivering mentor training to school-based staff and working with student-teachers in, both their HEI and school. Additionally, England now benefits from a further initiative, the training schools, whose remit is to provide school experience for groups of trainee teachers and to support the ITET providers in promoting the partnership model for ITET. These support structures are not, at present, available to either schools or HEIs in Wales. Wales may decide that these initiatives are unsuitable for the needs of the Principality but the fact remains that the level of funding made available to enable these schemes is also absent from the Welsh sector and no indication of additional funding has been given.

For those with an interest in the preparation, education and training of teachers in Wales, the time has come to address the issues that restrain the current system and to consider the nature of the 'partnership model with schools' that will best serve the country. How should the National Assembly Government organize the second phase of consultation that will attend to the details of the revision of Circular 13/98? Who should participate in the design of the new requirements? What are the 'key' elements that should be introduced within the new requirements to ensure that the partnership model for ITET develops for the benefit of the profession and, ultimately, the pupils? Are we satisfied with the 'HEI-led partnership' model? What are the distinctive features that must be included to reflect the needs of Wales or is it acceptable to adopt the English requirements? What are the likely consequences if Wales develops a programme of ITET that differs substantially from that of England?

It is essential that the higher education sector makes clear its 'model' for ITET and partnership, and engages fully in and promotes the debate which will establish the future requirements for the education and initial training of teachers. Interestingly, Wales has already introduced a new framework for the inspection of ITET and a set of induction standards for newly qualified teachers, all before the requirements and standards for ITET have been debated or agreed. Hopefully, it will be possible to avoid confusion and overlap and to establish, through consultation, a structure which does not fall foul of the rule 'jam tomorrow and jam yesterday ... but never jam today' (Lewis Carroll, Alice Through the Looking Glass).

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References

Appendix 12

Reconfiguration and Collaboration Fund Bid
## ANNEX A

### RECONFIGURATION AND COLLABORATION FUND: PHASE 2

#### EXPRESSION OF INTEREST

<table>
<thead>
<tr>
<th>Lead Institution</th>
<th>NEWI</th>
</tr>
</thead>
<tbody>
<tr>
<td>Partner Institution/s</td>
<td>UW Newport, SIHE, Trinity College, UW Aberystwyth and NEWI</td>
</tr>
<tr>
<td>Administrative Contact:</td>
<td>Name Phil Bassett. Tel No 01978 293010 E-mail <a href="mailto:p.bassett@newi.ac.uk">p.bassett@newi.ac.uk</a></td>
</tr>
<tr>
<td>Title of proposal</td>
<td>Wales-wide Partnership System for Initial Teacher Education and Training</td>
</tr>
</tbody>
</table>

**Indicative level of funding and period of funding** (eg £0.5 million for each of three years)
- £0.25 million – 2005-06
- £0.4 million – 2006-07
- £0.75 million – 2007-08

### Context

All ITET providers have been required to establish and work in partnership with schools since the early 1990s (Welsh Office Circular 35/92; Welsh Office Circular 13/98). To meet these requirements each provider has established a partnership with a group of schools. All ITET providers and the majority of schools in Wales now work in a partnership: each partnership is distinctive. Research studies (see attached for examples) conducted within Wales into the effectiveness of the partnership model since the mid/late 1990s and, more recently the HEFCW commissioned independent review of partnership arrangements within Wales agree that effectiveness could be improved if greater levels of collaboration and higher degrees of commonality could be achieved within the separate partnership arrangements. This proposal addresses the issue of achieving greater degrees of effectiveness, maximises resources and identifies where efficiency savings could be made. Additionally, it will ease the burden on schools, where they are involved in multiple partnerships, standardise quality assurance systems and limit the effects of geographic dependency.

### Objective of the proposal

(what it is intended to achieve)

To establish a common framework for the delivery of the ‘partnership with schools’ model for ITET within Wales and to design and implement a Quality Mark for schools participating in the partnership. This will be achieved by:

- Designing common documentation for the management of partnership that will include:
  - Partnership agreements and memoranda of cooperation;
  - Quality Assurance procedures;
  - Roles and responsibilities for participants;
  - Subject and Professional Studies guidance;
  - Assessment forms;
  - Observation forms;
  - Mentor support guidance;
  - Funding levels.
- Designing Mentor Training programmes appropriate to the role undertaken and supported by opportunities for accreditation;
- Designing a Quality Mark that recognises the contribution that schools make to the education and training process (related to quality and consistency of provision).
The above will be supported by the development of:

- A Wales-wide body to oversee, evaluate and review the effectiveness of the arrangements implemented and to monitor the use of placements across Wales;
- A database of placement schools to include:
  - Number of trained personnel in institutions and schools;
  - Number of trainees supported;
  - Ability to support Welsh Medium;
  - Areas of strength;
  - Subjects offered;
  - Age range/phase offered;
  - Number/name of providers working with.

With the implementation of the above, the following benefits will be evidenced:

- Efficiency gains in terms of development costs of documentation, policies, procedures and materials; quality and consistency of placement; training programmes and marketing. This will be achieved by pooling resources and minimising the numbers of staff who currently expend considerable amounts of time, in each institution attending to these aspects;
- Effectiveness and quality enhancement with all providers operating within a common framework and all school partners implementing common requirements (this will increase opportunities for students to access placements more suited to their needs, geographic location, etc.);
- A comprehensive evidence base for the effectiveness of partnership within Wales that will inform National Assembly Government and associated agencies in their development of policy, trainee allocations, etc;
- Opportunities to maximise resources through alignment of placement to trainee need, allocation of tutors outside the traditional 'boundaries' and a shared understanding of the purpose and processes involved in trainee support;
- A body dedicated to partnership effectiveness that has all data available to it;
- A national and regional perspective on the distribution of training opportunities and the effectiveness of placements (c.f. GTP requirements).

**Rationale for the proposal** (why it is being suggested)

This proposal builds on the effective collaboration that exists between ITET providers in Wales that has been evidenced for many years. Considerable cooperation and collaboration has been achieved through joint developments and bidding processes associated with the HEFCW Innovative Development Fund and through the University of Wales Standing Committee for Education and the UCET Cymru. Additionally, published research into the implementation of partnership has been available to the sector throughout the previous decade which has resulted in some recommendations being implemented, where resources have allowed and, finally in cognisance of the HEFCW commissioned 'ITT Partnership in Wales' review (Educational Data Surveys, July 2005), where recommendations for improvement were made. The opportunity to develop systems and structures, as indicated, will be unique within the U.K. and will ease tensions that have been recognised by the main parties involved in providing the already high quality of ITET provision that is available to Wales.

**Brief description of the activity proposed** (how it is proposed to achieve the objective and how it will be sustained beyond the funding period)
Year 1 will allow providers to 'pool' existing resources with an outcome of identifying aspects that are considered to be 'best practice' and workable across the sector. In parallel with this activity will be the formation of a Steering Committee, having representation from the providers, schools, Estyn and the LEAs (whose involvement to date has been limited). Within the year, a working group will recommend to the Steering Committee where best practice exists and where 'gaps' have been identified. Simultaneously, the Steering Committee will establish initial criteria for the Quality Mark for schools.

Year 2 will be the period in which the systems will be developed, documentation will be produced, the Quality Mark 'launched', the database and web site commissioned. Materials will be developed to support subjects, professional studies and mentor training and Institutions will validate the agreed Mentor Training programmes.

Year 3 will 'polish' all policies, procedures and materials and publish these in both English and Welsh ready for distribution. The final stage of the year will be devoted to a schools' training programme to ensure that this is implemented for the academic year beginning September, 2008.

The Committee that has 'steered' this work will be formalised as a Wales-wide Partnership body with a remit to monitor partnership, as described above. Membership of the Wales-wide Partnership body, once established, will be cost neutral as individual providers will nominate representatives and provide their service free of charge for an anticipated 1 meeting per term/3 per annum. Efficiency gains made by having a central system will negate the obvious duplication that exists currently with each provider having to develop a full range of support structures: this will contribute to the sustainability of work. Within the three year period, consideration will be given to the need for an administrative requirement for a central service; this may be funded from the HEFCW ITT Strategy monies and/or from the removal of services required locally.

**Funding** (a short narrative breakdown of indicative funding by element over the period of funding. Separately, the amount of institutional contribution proposed)

Initial funding will be required to support travel, supply cover for staff from schools and some cover for HEI staff. It will be essential to appoint:
- A Project Development Officer who will coordinate activity;
- A Senior Manager (0.25) who will manage the project;
- An administrative assistant to service the project;
- An additional administrative assistant will be needed, mid Year 2 onwards, once materials are developed and require translation and publication. This additional assistant will be needed to support the arrangements for mentor training of the partnership participants;
- Phase specific consultants to collate existing materials and recommend developments from the good practice available.

In the development of materials stage it will be necessary to commission work and extend the extent of consultation on the developments made (including providers, schools, LEAs, HEFCW, Estyn, etc.).

The major costs will be associated with the training of Institution and school-based mentors that will be required in the final year.

Institutions have agreed to apportion part of their ITET Strategic Development Fund income to support these developments, to make available all materials and policies associated with their partnership and to use their administrative structures to assist the central service during 'hot spots'. Providers will also devote 5 days per year of their partnership officer's time and Heads of Education will devote 3 days each to attend Steering Committee meetings for the duration of the project.

**Management Arrangements** (a brief description of the arrangements for managing the proposal while it is in progress)
The strategic direction of the process will be via the Steering Committee, with membership drawn from all ITET providers. The Senior Manager will report to the Steering Committee and will direct the work of the Project Development Officer. Task and Finish groups, coordinated by the Project Development Officer and drawn from the wider constituency related to the overall partnership, will be established to undertake specific elements of the work.

Completed forms should be returned to: Ann Hughes, Head of Funding and Research, Higher Education Funding Council for Wales, Linden Court, Ilex Close, Llanishen, Cardiff, CF14 5DZ.
Promoting professional status: a coherent structure for teachers’ career development in Wales

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This paper considers the background to an emerging professional development structure and the importance of having a coherent approach to career development. It is argued that the current opportunities available to teachers for career development are neither coherent nor progressive. Comparisons are drawn with the requirements and expectations of other professions and their professional bodies. The authors discuss the innovatory approach being taken to teachers’ career development in Wales and conclude that the involvement of teachers in their own professional development, supported by an effective structure, is essential for the enhancement of the status of teaching as a profession.

Introduction

In an earlier paper published in this journal (Gee and Bassett, 2004), it was suggested that the quality of teachers’ professional development should be the subject of critical scrutiny. It was also argued that sufficient resources should be made available by central government to fund a continuous cycle of professional development for teachers. The authors’ purpose here is to focus more specifically on the need for a coherent national structure for teachers’ career development.

The historical context

The closing decades of the 20th century saw successive governments, within the United Kingdom, devoting increased attention to the training of teachers. However, within this period, little commitment was given to the development of serving teachers or any pledge to the need for a career development structure. Such attention was not devoted to this aspect of professional development until the teaching profession was regarded as ‘in crisis’, with low retention rates, increasing numbers of unfilled vacancies and falling admissions, during the late 1980s and early 1990s.

Throughout this period, the main foci of consideration were given to the requirements of initial teacher training (ITT) for the award of qualified teacher status (QTS) and the detail of the curriculum for state schools. This unprecedented level of intervention by Government may be seen to arise from the publication of the Newsom Committee’s (DES, 1963) report, Half our Future, which indicated that too many schools were failing too many children, and this provided an impetus for debates over teacher performance, accountability and the need to raise standards. Thus, the emphasis on ITT and an extension of governmental control over the management of schooling was seen as the means of addressing these issues. Throughout the next two decades, numerous reforms were introduced to restructure the system of schooling and to exert control over what was taught. This was described by MacBeath and Mortimore (2001, p.23) as:

... a radical shift in the balance of educational decision making at national, local authority and school level. The power of central government has extended, while that of authorities has diminished. Latitude for decision making at school managerial level has increased, while autonomy and flexibility for individual teachers has decreased ... simultaneously constraining teachers within tighter curricular and methodological boundaries.

During this time, new requirements were introduced for the accreditation of ITT providers, with
the establishment of the Council for the Accreditation of Teacher Education (CATE) (DES, 1983), and then strengthened further through the publication of DES Circular 3/84 (Welsh Office Circular 21/84) (DES, 1984), where 17 criteria were laid down which courses had to meet in order to receive accreditation. Within this Circular, the content of the ITT curriculum also became more prescribed than ever before, and the award of QTS was to be determined by a separate set of competence requirements, for the first time, distinct from the academic content. Furlong and Maynard (1995, p. 16), argue that, '... through this circular, for the first time for nearly 60 years, the government attempted to define the content and structure of initial teacher education'.

At a time when the Government was reducing the control of the teaching profession over its practice and structure, it was also fueling a debate, started by the then Prime Minister, James Callaghan, at Ruskin College in 1976, over the profession's ability to meet the technical and future skill requirements of industry. The ramifications of this extended debate, which undermined the confidence and professional standing of teachers, is encapsulated within what Ball (1990) describes as, 'the discourse of derision', and has resulted in teachers viewing themselves as the implementers of government policies rather than the designers of policy (Furlong, 2005). As Bartlett (2002, p.529) argues, Callaghan's speech '... can be said to mark a change in government attitude to the autonomy of the teaching profession'.

Against this backdrop of governmental managerialism in education, the needs of serving teachers were largely ignored. Little change had been instigated, unless driven by policy initiatives, and professional development activities continued to be provided by, mainly, the LEAs, HEIs and private companies. Although changes were being made throughout the late 1980s and 1990s to the specificity of the ITT curriculum, the only major initiative progressed for serving teachers was the introduction of the National Professional Qualification for Headteachers, possibly in response to the on-going 'standards' agenda. The lack of attention devoted to meeting the needs of serving teachers was, to a large extent, neglectful on behalf of government, as money allocated to support the teaching workforce, in an age of accountability was being spent with little cognisance of effectiveness, unspecified results and no vision of progression or coherence for the recipients. Research by Ofsted (2006, pp.2-3) into the effectiveness and impact of CPD has shown that '... planning for the professional development of individuals was often weak. Few schools evaluated the impact of CPD on teaching and learning successfully, largely because they failed to identify, at the planning stage, its intended outcomes and suitable evaluation methods'. The research of Ofsted has been corroborated by McMahon (1999), Bolam (2000) and Sharp (undated).

### The General Teaching Councils

With the introduction of the General Teaching Councils (GTCs) in the UK, teachers had a central point for professional communication. Initially, much of the work of the GTCs focused on registering teachers and designing policy and codes of practice, and it is interesting to reflect upon the direction that each GTC took once this initial task was completed. Scotland, the first GTC to operate, quickly addressed the issue of CPD for its serving teachers and advised them as follows (www.gtcs.org.uk):

*The range of experiences that can contribute to professional development is wide and should be recognised as anything that has been undertaken to progress or assist your professionalism. ... CPD opportunities should address development needs, maximise strengths and enable you to meet the challenges of teaching in the 21st Century.*

This message and interpretation of CPD was echoed in Northern Ireland and Wales. The General Teaching Council for Northern Ireland (GTCNI) made explicit its view of the direction that CPD should take (www.gtcni.org.uk):

*For too long teacher professional development has been constrained by concentrating on whole-school needs and wider systemic initiatives. This is not to say that these are not important, however, there needs to be a place for individualised CPD in the grand scheme of things. Teachers are entitled to exercise professional autonomy and to explore areas of personal professional interest which they believe to be essential for professional growth.*

Interestingly, GTCNI, GTCS and the GTCW have moved the debate on from the 'managerial' view of
Within this statement, the GTCW recognises the diversity of issues that may be addressed by developing a 'career-long' structure which promotes the notion of reflective teachers who will then raise standards. Although this document may be seen as the cornerstone upon which future improvement was made, as with other GTCs, the GTCW introduced a series of funded CPD opportunities which, whilst following their philosophy for CPD, were neither coherent nor progressive.

One substantial aspect of this provision was the development of Teacher Research Fellowships (TRS) which enabled teachers to undertake small-scale action research projects focusing on topics and themes, issues and problems, questions and hypotheses, which they regarded as important and so wished to investigate. The idea that teachers should research their own practice is not a new one, although it is now very much in vogue. In his book An Introduction to Curriculum Research and Development (1975), Lawrence Stenhouse makes the case for teacher-led research. In a more recent article, on teaching as a research-based profession, Rose (2002) considers another of Stenhouse's publications (1981), which offers a similar perspective and suggests that teachers need to be involved in conducting research themselves, rather than merely being passive consumers of research findings. More recently, David Hargreaves (1996) in the Teacher Training Agency Annual Lecture, suggested that the gulf between educational researchers and classroom practitioners constitutes a serious problem, as well as being 'an obstacle which prevents educational research making a significant contribution to theory or knowledge' (Rose, 2002, p.45). Against this backdrop, the decision taken by the National Assembly for Wales (NAW) to fund a broad range of continuing professional development activities, known as the Professional Development Pilot Projects, should be viewed as a very positive development.

With the support of the NUT, many teachers across Wales offered research proposals which sought to explore the teaching and learning of thinking skills in a variety of educational settings. Over two of the three years of this programme, Costello was invited to run residential seminars for successful applicants. Elsewhere, he has discussed his own evaluations of the impact of TRS on enhancing teachers' professional development (Costello, 2003, 2007). In addition, Egan and James (2002, 2003, 2004) undertook three extensive evaluations of the GTCW's Professional Development Pilot Projects. Some common themes emerge from the latter evaluations. For example, characteristics of good research projects were identified by Egan and James (2004, p.38) as follows:

- the study is appropriately conceived and tightly focused;
- it has arisen out of an identified school [pupil/teacher] need;
- high quality mentoring/support is provided by individuals who have appropriate research qualifications and experience;
- a robust research methodology is devised;
- the research is located within an existing corpus of knowledge and seeks to replicate/apply/extend findings;
NQTs had was the ction of school practice. This will only happen if effective partnerships are established between researchers and teachers in determining the agenda for a research-based profession.

It would be unusual for any organisation to suspend its current activity whilst it decides on its strategy to implement its vision and the GTCW has continued to offer its funded programmes for CPD. In parallel with its continuing work, it has formed a Committee, with representation from the teaching workforce, the National Assembly Government, LEAs, HEIs, teacher unions and Estyn, to formulate a career-long Framework for CPD that is progressive and cohesive. As a starting point, it considered the qualifications, professional recognition awards, government standards and professional opportunities that are in existence, with a view to ascertaining their appropriateness, progression and cohesion. GTCW recognizes that these are known and understood by teachers and that they could provide a basis for the achievement of its vision.

Developing appropriate standards for teachers

The standards for the achievement of QTS provide potential candidates entering teaching with the baseline requirements they must meet. The standards required of candidates aspiring to headship were the next to be established, providing the teaching workforce with a range from entry to the most senior management position. In 1999, the standards for the induction of teachers, those described as

Newly Qualified Teachers (NQT), were introduced, which required the summative assessment of NQTs against defined national standards (DfEE, 1999). Importantly, this Circular also proposed guidelines for the minimum entitlement of professional development and support for new entrants: a significant development over the previous requirements for the probationary year, which was concerned only with an assessment of the new teacher's competence. The inadequacies of such a system that required assessment without providing structured support, had been noted previously. The McNair Report (1944), and the James Report (DES, 1972) had both sought to promote the further development of teachers from their training years. However, as Simco (2000, p.11) notes:

... there has been broad agreement amongst all stakeholders, including the profession and successive governments, that induction provision was inadequate ... and that there has been a common view about the elements of effective induction e.g. non-contact time, structured support observing others and being observed.

The recognition, '...that there can be a tension between NQTs' individual priorities and the priorities reflected in a school or department ...' (ibid. p.12) is important. Simco also identifies the underlying problems that have led to this lack of investment in NQTs as: a failure by governments to recognise the progression and development from ITT to induction; the lack of impact on policy that research into learning to teach has highlighted; and, the promotion of a system, by
successive governments, that has not celebrated professional learning.

Sets of standards and their order of hierarchy, common to the four countries of the UK, albeit with varying content, are: QTS; Induction; and, NPQH. Three of the four countries have also introduced an additional period of support to extend beyond the Induction year, Early Professional Development\(^1\), which now provides support and professional development opportunities for a further two years; however, there are no standards associated with this period. Outside of these standards, each country has introduced additional requirements that are not necessarily adopted by the others. In England, Northern Ireland and Wales, Performance Threshold has been introduced, with eight standards that teachers must provide evidence against if they are to progress onto an upper pay spine. England and Wales have also introduced standards for the appointment, by individual schools or LEAs, of Advanced Skills Teachers and has developed this further with the introduction, in September 2006, of the Excellent Teacher (ET). Scotland offers none of these but has developed its Chartered Teacher (CT) award, which differs from the developments in the other countries because the CT is a recognition of professional status rather than a specific role.

It can be seen that standards have been introduced as either career progression milestones and/or professional status recognition awards at various times, in various countries of the UK for varying purposes, by differing organisations and agencies: some to encourage development and some to advance pay opportunities. It is obvious, however, that the introductions of these do not appear to follow any form of strategic plan and, given their differing purpose, it would be difficult to proffer a view that the individual teacher’s professional development was their raison d’être. It would, however, be incorrect to infer that each country has not, or is not in the process of, developing its national strategy for CPD. England launched its national strategy in March 2001 (DFES 2001), and in Scotland the recognition that:

... beyond initial teacher education there are no statements of additional competences and no standards to inform development, no overall framework to give coherence to teachers’ development and no structure of qualifications to work towards that gives recognition to teachers’ increased remits and professional skills ...

(SOElD, 1998, para 1.3)

... gave rise to the McCrone Agreement (SEED, 2001), which introduced a career pathway for teachers that linked to their commitment to CPD.

Wales has followed the example of Scotland by proposing the introduction of a Chartered Teacher standard (GTCW 2005 and 2006), designed as a professional qualification and ‘owned’ by the GTCW. The model for this will be a set of standards that may be achieved by teachers within the primary and secondary sector, working full or part-time and whose aspirations relate to either the development of increased classroom proficiency and/or leadership and management; they are to be inclusive. Currently, the standards (GTCW 2007) associated with this award are being piloted by teachers within Wales, a shift in thinking from the previous imposition of existing standards, allowing the teaching workforce, as with most other professions, the opportunity to shape a significant development within their profession. Current proposals indicate that the award will be linked to higher education accreditation, if required by the teachers, and may be achieved, as in Scotland, via a taught or portfolio route. Candidates must have a minimum teaching experience of five years and be registered with the GTCW.

The introduction of such an award, however, raises questions that have still to be answered:

- Should the qualification be a ‘lifelong’ award or should the successful candidates be required to demonstrate that they have maintained the standards as applies in other professions e.g. the Law Society and the Chartered Institute of Personnel and Development?
- Should Chartered Teacher Status be a requirement for the NPQH?

The development of a coherent and progressive framework for teacher education is providing a challenge for all countries embarking on this journey. For

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\(^1\) England did not continue with EDP after the pilot that ended 2004
example, although Chartered London Teacher Status (see www.cl.ac.uk) is available, this is not a nationwide initiative. Existing standards, awards and professional requirements, coupled with a distancing of teachers from the ownership of their profession and their move away from CPD engagement, create an interesting set of obstacles that need to be overcome by those involved in the design of a career-long scheme. Certainly, anyone wishing to design such a system would not ‘start from here’. Against this backdrop, the ‘working vision’ for teaching in 2012, set out by the GTCE, is unequivocal. According to the Council (www.gtce.org.uk):

Being a registered teacher in 2012 should mean being a member of a profession... whose commitment to high standards is shown through participation in the development activities which underpin their registered status... Teachers will be identified as being part of a profession that reaches for ever higher levels of effectiveness and professionalism. Teachers will actively develop their practice, drawing on enquiry and innovation in their classrooms as well as from an authoritative body of national and international research.

Professional bodies and requirements for engagement in CPD

A criterion common to the majority of recognised professions is their requirement that members engage in CPD. In a survey of teachers, Sturman et al. (2005, p.11) discovered that ‘...the vast majority of teachers view the status of the profession either at the mid-point of the scale or negatively [Likert scale]’. The degree of prescription for professional bodies, varies from the General Dental Council (GDC, 2006) which requires of its members that, ‘To remain registered to practise, they must complete 250 hours of CPD every five years’, to the Chartered Institute of Personnel and Development which states, ‘There are no rules about the amount of evidence you provide, but you should clearly demonstrate how you have developed and what you are now able to contribute that you couldn’t 12 months ago’ (CIPD, 2006).

What is evident within this range of expectation is the requirement for members of a professional body to maintain a record of their CPD activity. Moreover, many state the requirement for engagement in terms of hours and stipulate they nature of the activities that will be recognised, e.g. The Royal College of Anaesthetists (RCoA, 2006). If teaching is to be recognised, fully as a profession and is to have a career structure, supported by a coherent and progressive CPD framework, should there be the requirement to develop what already exists for teachers entering the profession, the Career Entry Profile, into a professional development portfolio? Should the teaching profession be prescriptive in its approach to CPD, stating minimum expectations for engagement and stating what activities would be accepted? Should the professional development framework be genuinely progressive, in that Chartered Teacher Status should be achieved before anyone is allowed to embark on the NPQH?

As Wales now engages with its teaching workforce in consultation, many of these issues will arise. Wales has yet to tackle these issues, and whilst they have been discussed within the committee designing the Framework and at face-to-face meetings with teachers across the country, they have yet to be addressed as specific questions within the consultation documents.

Conclusion

In conclusion, the authors propose that other countries within the UK might wish to consider the innovatory approach being taken to teachers’ career development in Wales, building upon emerging structures in England and Northern Ireland, as well as those already consolidated in Scotland. In doing so, they note the results of Bolam and Weindling’s (2006, p.3) recent survey and concur with their judgment that: ‘The findings provide ... evidence that the more influence teachers have over their own CPD the more likely they are to consider it effective. More generally, they lend support to the importance of teachers’ professionalism and agency as key components of effective CPD’.

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