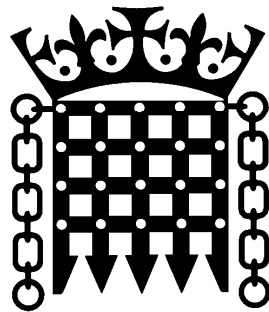


# **Teacher Training**

## **The Education Bill [HL] 1993/94 [Bill 89 of 1993/94]**

**Research Paper 94/58**

**21 April 1994**



This paper examines the background to and the provisions of Part I of the Education Bill [HL] which was brought from the Lords on 12 April 1994. Part I of the Bill amends the law relating to the funding of teacher education and training in England and Wales. The main provisions establish a Teacher Training Agency in England, extend the existing functions of the Higher Education Funding Council for Wales, and allow for the direct funding of school-centred training. Part II of the Bill relates to the reform of students' unions and is dealt with separately in Library Research Paper 94/57.

**Gillian Allen  
Education and Social Services Section**

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## **Education**

**94/57**

**Reform of Students' Unions  
The Education Bill [HL] 1993/94  
[Bill 89 of 1993/94]**

# **Teacher Training**

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## I Introduction

The Education Bill [HL] reached the Commons on 12 April 1994 [Bill 89]. Part I amends the law relating to the funding of teacher education and training in England and Wales.

The Bill was introduced in the Lords on 23 November 1993 [HL Bill 2]. Debates in the Lords were as follows:

2nd Reading	07.12.93	cc 819-931
Committee	10.03.94	cc 1540-1587 cc 1601-1674
	14.03.94	cc 11-68
	22.03.94	cc 589-622

HL Bill 39 [as amended in Committee]

Report	28.03.94	cc 836-845 cc 855-903 cc 917-972
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HL Bill 43 [as amended on Report]

Third Reading	12.04.94	cc 1388-1469
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Bill 89 [1993/94] Brought from the Lords



## II Background

### A. "The Government's proposal for the reform of initial teacher training"<sup>1</sup>

Part I of the Bill is based on the consultation paper published on 7 September 1993. The paper, variously referred to as the White or Green Paper or the Blue Book, proposed that:

- a new funding agency called the Teacher Training Agency, with eight to twelve members appointed by the Secretary of State, should be created to administer all central funds for initial teacher training. The Agency would determine the overall distribution of places between school based and higher education (HE) based courses; the balance of grant support between different types of courses, different subjects and different areas; and the allocation of grant to schools and HE institutions. It would also administer grants for the Licensed Teacher and Overseas Trained Teacher schemes. It was intended that the Agency would allocate funds for minor capital works related to teacher training and, after discussions with the Higher Education Funding Council (HEFC), take over the funding of the initial training of teachers in further education and of higher degrees in education, and the funding of education research into aspects of education relevant to its other funding activities.
- the Agency would provide information on teaching as a career and the Teaching as a Career Unit (TASC) would be disbanded.
- in the future the Agency might assist in the admission arrangements for teaching. At present the Graduate Teacher Training Registry deals with postgraduate applicants and the initial school-centred scheme, while the Universities and Colleges Admissions Service (UCAS) acts for undergraduate applicants.
- two alternative models for approving initial teacher training (ITT) courses were suggested:

Option I - the Secretary of State should endorse an institution's plan for all its teacher training courses, as a basis for approving individual courses. This model was set out in DFE Circular 9/92 on ITT for secondary school teachers. For advice, the Secretary of State would rely on Ofsted, drawing on other professional assistance as necessary.

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<sup>1</sup> DFE/Welsh Office September 1993

The Council for the Accreditation of Teacher Education (CATE) would therefore be abolished from 31 August 1994.

Option II - the Secretary of State would set criteria for courses and the Agency would make adherence to those criteria a condition of funding. The agency would use Ofsted inspection advice. There would be no rule for CATE.

The Teacher Training Agency would not operate in Wales where funding would remain the responsibility of the Higher Education Funding Council for Wales whose powers would be extended to enable it to fund teacher training in schools. The consultation paper suggested two alternative approaches to setting criteria and procedures for the approval of courses in Wales which mirrored the suggestions for England.

Consultation on these proposals closed on 1 November 1993 and the Education Bill was presented in the Lords on 23 November 1993<sup>2</sup>.

The Government's proposals were aimed at raising standards, emphasising the competencies necessary for effective practice and providing practical, continuing and cost-effective training<sup>3</sup>. In particular, the stated thrust of the proposals and other recent Government reforms was to provide teachers with the necessary classroom skills to introduce the National Curriculum and make the best use of testing and assessment procedures; to offer access to teacher training to the best candidates from any background; to offer a wider range of courses and to increase the part played by schools in providing teacher training<sup>4</sup>. The DFE Press Notice on the consultation paper highlighted the freedom for schools to run their own teacher training courses<sup>5</sup>.

The formal responses from the bodies representing the universities and the colleges and institutes of higher education were united in opposition on principle to the proposals. The Committee of Vice-chancellors and Principals (CVCP) and the Universities Council for the Education of Teachers (UCET) attacked the proposals for increasing political control over teacher education and damaging the quality and independence of educational research<sup>6</sup>, a view

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<sup>2</sup> HL Bill 2 1993/4

<sup>3</sup> Op. cit Chapter 1 para 4

<sup>4</sup> Op. cit Chapter 1, para 6

<sup>5</sup> New Framework for School Based Teacher Training - Patten. DFE PN 7.9.93

<sup>6</sup> CVCP Response to "The Government's Proposals for the Reform of Initial Teacher Training" 28.10.93.  
UCET Response to "The Government's Proposals for the Reform of Teacher Training" 28.10.93

strongly supported by the British Educational Research Association<sup>7</sup>. An additional point was made by Dr Kenneth Edwards, CVCP chairman, that universities might be unwilling to continue to validate qualifications over which they would have little or no control and as a result of the financial impact of the proposals, might pull out of teacher education altogether<sup>8</sup>. The Standing Conference of Principals (SCOP) was concerned about loss of quality in teacher education, suggesting that the proposed system of school-centred training would produce "education technicians"<sup>9</sup>. SCOP conducted a survey of 1,500 primary headteachers on the prospect of becoming responsible for school-centred teacher training. Their results suggested that primary headteachers were opposed for taking on such a responsibility and wanted only a minimal involvement in course design or monitoring course quality. David Hart, general secretary of the National Association of Headteachers (NAHT), confirmed that primary members of NAHT were very sceptical about becoming training schools and tying up their best teachers in training rather than teaching<sup>10</sup>.

Other criticisms of the proposals questioned both the necessity of removing the funding of ITT from the Higher Education Funding Council for England (HEFCE), particularly when the change was not considered necessary for Wales, and the desirability of a funding body, possibly open to political control, being responsible for the distribution of places, admissions, research and other advisory functions<sup>11</sup>. There was also support from some of the teacher associations<sup>12</sup> and the Campaign for State Education (CASE) for an alternative proposal that any control of the teaching profession should be by a General Teaching Council rather than a centrally appointed body. CASE also suggested that the majority of parents had no wish to see schools become training centres for teachers.<sup>13</sup>

Individual academics criticised the lack of consultation, particularly with schools, and regretted the central control and curb on innovation which they saw as the result of marginalising the contribution of higher education<sup>14,15</sup>. William Taylor, the former chairman of CATE, suggested three criteria against which proposals for reforming teacher training should be judged:

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<sup>7</sup> Fear for the future of objective research. *TES* 12.11.93

<sup>8</sup> Teacher training plans could close departments. *Education* 5.11.93

<sup>9</sup> *The Government's Reform of Initial Teacher Training*. SCOP PN October/November 1993

<sup>10</sup> Heads loath to take on training burden. *TES* 28.1.94

<sup>11</sup> *GTC advice and comments on the Government's Proposals for the Reform of Initial Teacher Training*. 1993

<sup>12</sup> *ATL response to the Government's Proposals for the Reform of Initial Teacher Training: The education of a profession*. October 1993.

<sup>13</sup> CASE letter to DFE. October 1993

<sup>14</sup> *Change for the Worse*. Tony Edwards. Professor of Education University of Newcastle upon Tyne. *TES* 12.11.93

<sup>15</sup> Teaching's loss, no one's gain. Michael Barber. Professor of Education University of Keele. *THES* 5.11.93

First, will the type of training proposed attract good candidates?

Second, will it produce better-educated and more competent teachers?

Third, will those teachers have been given a sound basis for continued, career-long, professional development?

He felt the proposals failed on all counts<sup>16</sup>

## **B. The current situation**

### **1. Training**

There are two main initial routes to teaching. Graduates take a one-year Post Graduate Certificate of Education (PGCE). Undergraduate students take a four-year course leading to a Bachelor of Education degree (BEd) or, in a few cases, a Bachelor of Arts/Sciences with qualified teacher status (BA/BSc(QTS)). These routes accounted for about 90% of teacher training students in 1991<sup>17</sup>.

The four-year BEd degree is the means by which most primary teachers are trained, although a significant minority follow the degree plus PGCE route. The PGCE is the principal route for entry to secondary teaching for teachers of English, history, geography, mathematics and science. Substantial proportions of secondary teachers of art, music, physical education and technology enter teaching through the BEd or equivalent routes<sup>18</sup>.

Modifications of these routes in the 1980s to alleviate shortages in such subjects as mathematics, physics and modern languages resulted in two-year secondary BEd courses for mature applicants with an appropriate academic background and work experience and two-year PGCE courses for graduates whose degrees had included at least one year of a relevant school subject.

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<sup>16</sup> Why the Government should think again on teacher reform. *THES* 22.10.93

<sup>17</sup> *School-based Initial Teacher Training in England and Wales*. HMI 1991

<sup>18</sup> *The secondary PGCE in universities 1991-92*. Ofsted 1993

### 2. Funding

Ninety-one higher education institutions - universities or colleges - in England and Wales offer courses of initial teacher training (ITT). Like other courses in higher education ITT is funded by the two Higher Education Funding Councils. The Secretary of State's letter of guidance to the HEFCE made it clear that the Council should also allocate places to courses at individual institutions taking into account guidance from the Secretary of State and advice from Her Majesty's Chief Inspector and CATE<sup>19</sup>. As the departmental report makes clear:

"The Secretary of State influences the supply of teachers by giving planning totals for recruitment to ITT. In January 1993 he gave the Higher Education Funding Council for England planning totals for the period 1993/94 to 1996/97. These envisaged a 24% increase in intakes over the planning period to courses preparing teachers for work in secondary schools, with emphasis on secondary shortage subjects; and a **reduction** of 24% in the planning totals for primary ITT, where recruitment has substantially exceeded targets set in earlier years. In future the planning totals will be reviewed annually"<sup>20</sup>.

The HEFCE published its ITT allocations for 1993-94 and its main allocation method in September 1993<sup>21</sup>. Each place is funded at a level not higher than an institution's average unit of council funding (AUCF) for ITT. An institution's AUCF for different courses does not represent the cost of teaching students in any particular category. They are a reflection of how each institution spent its grant in 1992-93. AUCFs relate only to funding for teaching provided by the HEFC. They exclude the publicly funded fee element. The AUCF for each institution for ITT is listed in the HEFCE report published in June 1993<sup>22</sup>.

The ITT intake targets and proposals for 1994-95 were published by HEFCE in November 1993<sup>23</sup>. The circular noted that discussions were in progress with the DFE about the transition from HEFCE to Teacher Training Agency funding. Subject to the passage of the Bill HEFCE will have had the responsibility for funding teacher education for two years.

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<sup>19</sup> Letter from John Patten to Ron Dearing, Chairman HEFCE. 1.6.92

<sup>20</sup> *The Government's Expenditure Plans 1994-95 to 1996-97*. Departmental Report. DFE and Ofsted. March 1994, Cm 2510

<sup>21</sup> *Initial Teacher Training Allocations for 1993-94*. HEFCE Circular 37/93. September 1993

<sup>22</sup> *Average Units of Council Funding for the Academic Year 1992-93*. RI/A/93 HEFCE

<sup>23</sup> Circular 45/93. HEFCE

HMI reported in 1991 on the need to acknowledge in financial terms the schools' role in ITT:

- "16. Apart from staff salaries, expenditure associated with student experience in schools makes the largest demand on the institution's initial training budget; for example, 50 per cent of the revenue budget for initial teacher training in a polytechnic in a rural area. The cost of student travel to and from their placement schools is the largest single item and cost is significant in determining the number of school visits a tutor from the training institution can make. To place all their students appropriately, many institutions need to make arrangements with several hundred schools in the course of a year, some of which are a long distance away.
17. Traditionally, school-based aspects of training have rested on an ill-defined principle of mutual benefit, with no money actually changing hands. Increasingly, as schools take responsibility for their own budgets, that principle is being challenged, with headteachers balancing more carefully than in the past the benefits of taking students against the resource demands they make in the schools. If teachers make a more substantial and formal contribution to training as opposed simply to providing teaching practice placements, a proper value will need to be placed on it. The existing practice in some institutions of paying honoraria to teachers who contribute to training courses is only a token gesture; the entire partnership between schools and institutions is precarious because it depends on fragile assumptions of goodwill which are increasingly difficult to sustain"<sup>24</sup>.

### 3. Validation

The academic validation of courses as appropriate for a given academic award (eg BEd or PGCE) is a matter for the institution of higher education where the course takes place.

### 4. Accreditation

Accreditation of courses as suitable as a professional preparation for teachers is currently a matter for the Secretary of State on the advice of the Council for the Accreditation of Teacher Education (CATE). DES circular 24/89 *Initial Teacher Training: Approval of Courses* defined new criteria and arrangements for accreditation. It proposed that CATE, established in 1984, should be reconstituted from January 1990 with a wider remit covering accreditation

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<sup>24</sup> *School-based Initial Teacher Training in England and Wales*. HMI. DES 1991

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and the monitoring of courses, identifying and disseminating good practice, and advising the Secretary of State on other matters relating to initial teacher training (ITT). The criteria were detailed and arranged under 7 headings:

1. Co-operation Between Institutions, Local Authorities and Schools
2. Students' School Experience and Teaching Practice
3. Phase and Age Range
4. Subject Studies and Subject Application to Pupils' Learning
5. Curriculum Studies in Primary Courses
6. Educational and Professional Studies
7. Selection and Admission to Initial Teacher Training

The current membership of CATE is listed in DFE Press Notice 51/93 16 February 1993. Professor Malcolm Frazer took over as Chairman from Professor Sir William Taylor on 1 July 1993<sup>25</sup>.

### **5. The Teaching as a Career Unit (TASC)**

TASC was set up in 1987 as a joint initiative between the DES, the Welsh Office and the Local Authority Associations. Its role is to promote and publicise teaching and teacher training to potential recruits. There is a TASC team of Regional Officers who attend local careers events and offer individual advice. TASC also produces a wide range of publications on teaching and teacher training.

## **C. Recent Developments**

Two initiatives introduced in 1990 opened new routes to qualified teacher status (QTS).

### **1. Articled Teachers**

The Articled Teachers scheme began in September 1990. Each scheme is organised by a consortium of one or more LEAs and training institutions. The intending teacher, who must be a graduate, spends 80% of a two-year training period in school, with the balance of the time being institution-based. During the course, the student is paid a bursary, not a grant, of

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<sup>25</sup> DFE PN 11.6.93

£5,900 in the first year and £7,000 in the second. The bursary is not means tested or taxed. The school is supposed to take an increasing responsibility for training over the two year period and early HMI reports stressed the importance of mentors in the schools. In 1992 there were 311 students on the scheme out of 31,980 recruited to ITT<sup>26</sup>. Over the first three years of the scheme around 1,200 students have been recruited to it in England<sup>27</sup> and 16 in Wales<sup>28</sup>. Funding was available for 500 new primary articulated teachers in 1993/94 as well as supporting the 450 primary and secondary articulated students who were entering their second year<sup>29</sup>. In March 1992 it was announced that the scheme would focus on primary teacher training only from September 1993. From April 1993 DFE had paid 100% of the cost of the bursary rather than leaving the LEA or GM school to find 35% of the cost<sup>30</sup>.

A recent Ofsted evaluation of the courses found variable standards of attainment<sup>31</sup>:

5. Of the articulated teachers seen by HMI towards the end of their course three quarters achieved at least a satisfactory level of teaching competence. A higher proportion of primary than secondary articulated teachers were judged to be teaching competently.

6. Around 90 per cent of the training which took place out of school was satisfactory or better and over 50 per cent good or very good.

7. The levels of competence demonstrated by most articulated teachers were generally similar to those of students who have followed a one-year PGCE course. At first sight this is surprising, since articulated teachers are trained for twice as long and they spend a much more substantial proportion of their time in school. However there were some significant differences between articulated teachers and conventionally trained teachers. A small minority (around 10 per cent) of articulated teachers coming to the end of their training, were performing better than the best conventional PGCE students and as well as experienced teachers. All articulated teachers had attained a better understanding of the pattern of school life and the role of the teacher than students trained by other routes.

8. The training of articulated teachers was most successful where:

- course structures included a substantial period of out-of-school training early in the course and then offered a carefully-staged introduction to key professional skills and curriculum knowledge.
- in and out-of-school training experiences were designed to inform and build on each other.

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<sup>26</sup> So far, so good. *Guardian* 9.3.93

<sup>27</sup> HC Deb 18.1.93 c 28W

<sup>28</sup> HC Deb 19.1.93 cc 187-8W

<sup>29</sup> DFE PN 5.8.92

<sup>30</sup> DFE PN 5.8.92

<sup>31</sup> *The Articled Teacher Scheme*. Ofsted 1993



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- articulated teachers were placed in schools and secondary subject departments which provided good models of professional practice and which saw themselves as full partners in the training process.
- articulated teachers had extensive experience in more than two schools.
- mentors were well chosen and suitably trained.
- channels of communication were effective and the roles of all concerned in training were clearly defined.

9. The quality of the training within any one consortium was inconsistent and, in some cases, this led to highly variable standards of attainment. The degree of inconsistency was more evident than in conventional PGCE courses. Schools and teachers varied in the nature and quality of support they provided. Weaknesses also arose from poor school placements, badly designed courses and inefficient management.

10. The generally poor quality of arrangements for monitoring and evaluating training was a major weakness. Insufficient attention was given to monitoring the implementation of the training, particularly in schools and there were few attempts to evaluate its overall coherence and effectiveness.

11. Two further problems were encountered, both of which are also proving difficult to resolve in conventional training. Many primary articulated teachers coming to the end of their training had only a superficial knowledge of the foundation subjects. Some secondary articulated teachers had degrees, for example in aspects of science and technology, which did not provide the knowledge and skills they need if they are to teach the national curriculum effectively. The extra time available through this form of training is spent in schools which are not resourced to offer the necessary curriculum and specialist subject training.

## 2. Licensed Teachers

The Licensed Teacher scheme was also introduced in 1990. Licensed teachers must be at least 24 (originally 26); have successfully completed at least two years of higher education and have GCSE maths and English at least Grade C or equivalent. The power to make regulations for this scheme was included in the *Education Reform Act 1988* Sections 218 and 232 and the scheme is described in DES Circular 18/89. Licensed teachers teach under the supervision of staff-mentors in schools, normally for a period to two years and should be provided with training according to their individual needs. They are granted qualified teacher status (QTS) at the end of their period of service, having been assessed under arrangements made by the LEA or governing body according to the same criteria as other beginning teachers.

LEAs were interested in the licensed teacher scheme although the teacher associations felt it diluted the profession by accepting non-graduates. They found it acceptable as a route for overseas teachers (non-EC) whose qualifications did not give them QTS. EC teachers are

normally covered by the EC Directive on the mutual recognition of higher education diplomas<sup>32</sup>. Over half of the original 230 licensed teachers and overseas qualifications<sup>33</sup> and this pattern has continued. A parallel route to Qualified Teacher Status for overseas graduates who have trained outside England and Wales and have one year's experience has been available since 1 September 1991<sup>34</sup>. Overseas trained teachers who lack either the academic qualifications or the experience necessary for the overseas trained teacher route remain eligible for the licensed teacher route provided they do not need a work permit. Teachers trained in Scotland or Northern Ireland or recognised as a school teacher in either of those countries are automatically eligible for QTS. Particular arrangements also exist for teachers licensed by the States of Guernsey Education Council<sup>35</sup>.

An Ofsted report in 1993 reported favourably on the licensed teachers themselves but markedly less so on their training<sup>36</sup>:

- A high proportion of the licensed teachers seen by HMI were satisfactory or better.
- A major factor in the overall success of the Licensed Teacher Scheme so far has been the rigorous nature of the selection process. More than half of licensed teachers were qualified as teachers overseas and many of the others had had some teaching experience.
- Most licensed teachers were appointed to LEAs and schools with some recruitment difficulties. Although most training placements were considered adequate only 15 per cent were considered good. Many of those licensed teachers who were performing poorly were in schools which were considered unsatisfactory for the training of teachers.
- Few schools provided well structured training for licensed teachers but this was compensated for to some extent by *ad hoc* arrangements and the goodwill of the teachers who worked with them.
- Out-of-school training courses varied considerably in length and did not always match the training needs of the different categories of licensed teachers. The content of training courses was generally appropriate although courses sometimes lacked a coherent structure which related them directly to the licensed teachers' work in school.

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<sup>32</sup> European Community Directive 89/48/EEC as implemented by the Education (Teachers) Regulations 1989, now replaced by the Education (Teachers) Regulations 1993. SI 1993/543

<sup>33</sup> HC Deb 1.11.90 c 674W

<sup>34</sup> *The Education (Teachers) (Amendment) Regulations 1991*. DES Circular 13/91

<sup>35</sup> SI 1993/543

<sup>36</sup> *The Licensed Teacher Scheme*. Ofsted 1993

### 3. Probation

The DES Circular on Articled Teachers outlined a modified and simplified form of probation<sup>37</sup>. However on 4 March 1992 the abolition of probation was announced. A teacher appointed on or after 1 September 1992 is no longer required to serve a period of probation but comes immediately within a school's or LEA's appraisal scheme<sup>38</sup>.

There was some concern when this decision was announced that schools and LEAs might have lost a useful procedure for removing unsatisfactory teachers. The most recent HMI survey on new teachers reported that about 10% of their sample of 300 were judged to be unsuited to teaching. Although HMI drew attention to this as "one very worrying feature" which raised questions about the selection of those students, the cost of training them and their potentially adverse impact upon the quality of education received by the pupils taught by them, they made no suggestions on the action schools employing these teachers should take<sup>39</sup>.

### 4. Initial teacher training (ITT) for secondary schools

The thrust of the articled and licensed teacher schemes was to increase the school based element in ITT. This policy was strengthened by a consultation document published in January 1992 setting out the Government's decisions that:

- (i) schools should play a much larger part in initial teacher training as full partners of higher education institutions;
- (ii) accreditation criteria should focus on competences;
- (iii) institutions, rather than courses, should be accredited<sup>40</sup>.

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<sup>37</sup> *The Education (Teachers) Regulations 1989*. DES Circular No 18/89 para 43-46

<sup>38</sup> DFE Administrative Memorandum 2/92 11.8.92

<sup>39</sup> *The New Teacher in School*. HMI Survey 1992. Ofsted 1993

<sup>40</sup> *Reform of Initial Teacher Training*. DFE 28.1.92 Dep 7797

The document sought views on how these changes should be implemented and included draft criteria. The DES Circular<sup>41</sup> which introduced the new criteria for courses for secondary teachers and procedures in England and Wales for the accreditation of courses of ITT was published in June 1992. The criteria increased the time student teachers would spend in schools to 24 weeks in one year PGCE courses, stressed school-based training and transfer of funds to schools and tightened criteria relating to subject knowledge, class management and assessment. The new criteria came into force on 1 September 1992 with existing courses to be adapted by 1 September 1994. The arrangements announced in the circular for the introduction of institutional accreditation following recommendation by CATE have been suspended and will be superseded by the provisions in this Education Bill if enacted. CATE issued guidance on the circular emphasising that school-based training was not just extended teaching practice but required a much more substantial and continuous contribution from teachers<sup>42</sup>.

Reaction to the secondary changes centred on the practical problems posed by school-based training. Schools have demanded high fees for student placements and it has been difficult for the universities to reach agreement with them<sup>43</sup>. Teachers have also been wary about the amount of extra work involved in training students<sup>44</sup>.

## 5. Initial teacher training (ITT) for primary teachers

A draft circular setting out proposals for the reform of ITT was issued on 9 June 1993 with the consultation period ending on 31 July<sup>45</sup>. The proposals cover revised criteria for all ITT courses for primary teachers and new course models.

The revised criteria set out increased time to be spent in schools, encourage more school-centred training, detail the time to be spent on core subjects and add a GCSE grade C pass in science for new entrants born after 1 September 1979 to the existing requirements for passes in English and mathematics. The proposals for Wales cover the teaching of Welsh. All new courses would have to meet the criteria from September 1994 and all existing courses should be revised to meet them by September 1996.

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<sup>41</sup> DES Circular No 9/92 *Initial Teacher Training (Secondary Phase)*, 25.6.92

<sup>42</sup> *The Accreditation of Initial Teacher Training under Circulars 9/92 (Department for Education) and 35/92 (Welsh Office)*. Note of Guidance, CATE November 1992

<sup>43</sup> Teacher training crisis as schools demand money. *Independent on Sunday*, 8.8.93

<sup>44</sup> Boycott call over new training plans. *TES* 5.11.93

<sup>45</sup> *The Initial Training of Primary School Teachers: New criteria for course approval*. DFE Draft Circular 9.6.93

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The new course models proposed a six-subject BEd, encourage a move to three rather than four year BEds, extended the post-graduate certificate of education (PGCE) course to 38 weeks and, most controversially, suggested the development of a one year course for those over twenty-six with experience of caring for, or working with, young children. Applicants would normally have to have the entry requirements for a degree course (2 A'Levels and 3 other subjects to GCSE C grade). Such courses would lead to Qualified Teacher Status (QTS) restricted to nursery and Key Stage 1 pupils (3-7 year olds).

The Government's aims in these proposals were to ensure high standards of training, to stress the importance of subject knowledge and practical skills, to encourage diversity and to move to more school-centred teacher training<sup>46</sup>. In pursuit of these aims, the draft circular reflects the changes made to criteria and length of time in schools in the circular on secondary ITT issued in June 1992<sup>47</sup>. The original intention, stated in the letter accompanying the draft circular, was to issue the final version of the Circular in September. This was delayed owing to Ministers' desire to take into account the views expressed in the very large number of responses - about 4,000<sup>48</sup>.

Criticism of the primary proposals centred on the one year course for non-graduates, quickly dubbed the "Mums' Army" proposal. There was strong opposition to the idea that teaching young children is an easier task requiring less training; concern over the introduction of a limited range QTS, with the difficulties it might pose in schools for moving or promoting teachers; and anxiety that such a non-graduate route into teaching would damage the quality and status of the teaching profession<sup>49</sup>. This particular proposal united all the teacher organisations in opposition<sup>50</sup>.

Other comment on the primary proposals welcomed the increase in teaching practice; showed a mixed reaction to the six subject BEd; expressed concern over the academic level to be achieved by students on a three year BEd, and drew attention to the likely strain on schools and the lowering of standards which could follow wholly school-based training.

The final circular was issued on 23 November 1993 and the proposal for the one year course for non-graduates was omitted. Instead, new plans for funding course for classroom assistants were announced. These courses will start in September 1994 and will train assistants to

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<sup>46</sup> DFE PN 9.6.93

<sup>47</sup> DFE Circular 9/92

<sup>48</sup> HC Deb 26.10.93 c 556W

<sup>49</sup> Primary heads rally against Mums' Army. *TES* 16.7.93

<sup>50</sup> *Six teacher organisations: Message to all governors.* ATL, NAHT, NASUWT, NUT, PAT, SHA. Autumn 1993

support the teaching and learning of basic skills in the primary classroom<sup>51</sup>. The circular made explicit the possibility of primary schools taking the lead responsibility for training and having their funds to do so<sup>52</sup>. It also strengthened the references to monitoring the transfers of resources in partnership arrangements from higher education institutions which had been first referred to in the secondary circular<sup>53</sup>:

- 38 The Secretary of State appreciates that it may be difficult for individual primary schools to negotiate effectively with institutions to ensure an adequate transfer of funds. He therefore intends that the transfer of funds from individual institutions to schools will be monitored and made public, as courses are adjusted to meet the requirements of this Circular. The range of figures which emerge will act as a basis for schools wishing to enter into new agreements or adjust existing ones, although the precise arrangements and their financial implications will vary.
- 39 Schools and higher education institutions entering into partnerships need to do so on the basis of mutual trust and willing cooperation. But the Secretary of State will look carefully at any evidence that individual schools have been treated arbitrarily or unreasonably and take action as necessary.

## 6. School-centred teacher training

On 4 March 1993 John Patten announced pilot schemes for wholly school based training by schools, consortia of schools or CTCs. Funds were to be paid directly to schools by the DFE for courses starting in September 1993 or January 1994. Initial funding of £1 million was available for up to 250 graduates to be trained<sup>54</sup>. Details of the secondary school consortia were announced on 31 May 1993<sup>55</sup>. Details of further consortia including ones in primary schools and the announcement of a second round of bidding were announced on 29 September 1993<sup>56</sup>. It is this move from training in schools in partnership with higher education institutions to wholly "school-centred" training which the proposals in the current Bill would facilitate through direct funding by the Teacher Training Agency.

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<sup>51</sup> *The Initial Training of Primary School Teachers: New criteria for courses.* DFE Circular 14/93

<sup>52</sup> DFE Circular 14/93 para 36

<sup>53</sup> DFE Circular 9/92 para 15

<sup>54</sup> DFE PN 4.3.93

<sup>55</sup> DFE PN 31.5.93

<sup>56</sup> DFE PN 29.9.93

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Many of the concerns at this initiative voiced by those involved in teacher education drew a distinction between the partnership models which had been used by a number of university departments eg Oxford<sup>57</sup> and were felt to represent good practice, and training based wholly in schools with the school deciding whether any outside expertise was needed which it was felt might produce "teacher technicians". The pressure on Government for school based training was seen by some commentators to come from thinkers such as Sheila Lawlor, deputy director of the Centre for Policy Studies, who had called for training on the job for graduates and the closure of education departments in universities. She suggested that institutions offering BEd degrees should instead offer a two year Certificate of Advanced Study for intending primary school teachers to be followed a year's "on the job" training<sup>58</sup>. However, a similar scheme had been proposed in a paper from the Department of Education at Cambridge<sup>59</sup> responding to the DFE's 1992 consultation paper and the Labour Party's plans for the reform of teacher education<sup>60</sup>. The Cambridge Paper advocated a system in which overall responsibility for teacher education was given to a General Teaching Council and local responsibility for ITT was given to practising teachers in designated training schools.

Baroness Blatch outlined the current scheme in schools in reply to a Parliamentary Question from Baroness Blackstone<sup>61</sup>:

**Baroness Blatch:** Thirty-four schools in six consortia are taking part in school-centred initial teacher training courses which started in September, and 148 students were enrolled on these courses at the beginning of the autumn term.

Each consortium is paid a maximum of £4,000 per student for course running costs; this is based on the average amount that HE institutions receive in Funding Council grant and fees per PGCE student. Students are paid flat-rate bursaries based on the grant and loan payable to students on PGCE courses eligible for a range of additional allowances depending upon circumstances and the subject studied. The average grant per student is £5,059 pa.

The costs of administering the scheme have been met by DFE within planned expenditure levels. There has been no expenditure on paid publicity for the scheme.

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<sup>57</sup> *The Oxford Internship Scheme: Integration and Partnership in Initial Teacher Education.* ed Peter Benton 1990

<sup>58</sup> *Teachers mistaught: Training in theories or education in subjects?* Sheila Lawlor. Centre for Policy Studies 1990

<sup>59</sup> *School-led Initial Teacher Training: The way forward.* Toni Beardon et al. Cambridge Education Papers No 2. 1992

<sup>60</sup> *Investing in quality: Labour's plans to reform teacher education and training.* December 1991

<sup>61</sup> HL Deb 16.12.93 c WA132

The DFE/Ofsted departmental report referred to nine consortia of schools and city technology colleges (CTCs) to provide for 220 students in school centred training<sup>62</sup>. Some of the CTC training is being supported by a grant of £75,000 over 5 years from the Smallpeice Trust<sup>63</sup>.

## 7. Distance Learning PGCEs

The Open University (OU) recruited some 1,200 students to its distance learning PGCE courses which started in February 1994<sup>64</sup>. This makes the OU the country's biggest supplier of postgraduate teacher training. The students are expected to spend 18 weeks out of the 18 month course in schools. Each school accepting a main placement student receives a lump sum of £1,000 and inherits the student's computer equipment (loaned to the student by the OU), worth a further £1,000, when they finish the course<sup>65</sup>.

The South Bank University has launched a two-year part-time distance learning PGCE with a package which can also be used for school-centred training. The materials have been funded by and supported by the Independent Schools Joint Council, the CTC Trust and the Grant-Maintained Schools Centre<sup>66</sup>.

## D. Teacher training in other countries

Hans Vonk in the introduction to his comparative study of the various curricula for teacher education in Europe refers to any such comparison as a nearly impossible task<sup>67</sup>. The usual problems of different expectations, and the gap between policy and implementation are exacerbated by the rate of change in nearly all European countries, so that Vonk's own study in 1991 does not always reflect current practice. However, some of his general points are illuminating, if only to understand that similar debates are being conducted in other countries.

Vonk cites the documents produced for the 1986 Helsinki Conference of the European Ministers of Education to illustrate that the majority of European governments were giving

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<sup>62</sup> Cm 2510 para 78

<sup>63</sup> DFE PN 4.3.93

<sup>64</sup> Cm 2510 para 78

<sup>65</sup> Teacher Training. *Guardian Education* 19.4.94

<sup>66</sup> *Baroness launches £300,000 Teacher Training Package*. DFE PN 1.8.93

<sup>67</sup> Vonk, Hans. *Some trends in the development of curricula for the professional preparation of primary and secondary school teachers in Europe: A comparative study*. *British Journal of Educational Studies*. Vol XXXIX No 2, May 1991.



a high priority to the process of improving the quality of education with teacher training seen as an important part of this process. All governments emphasised the need for training to become more practice and society orientated. At the same time budgetary constraints have forced governments to optimise and rationalise both education and teacher training. Vonk continues:

This trend has gained momentum in mechanisms being used to ensure that particular types of curriculum will be implemented, controlled and safeguarded at the direction of the central government. In most cases this has led to a certain bureaucratization, i.e., an increase in the issuing of rules, while on the other hand a more managerial approach aimed at increasing the efficiency and effectiveness of the educational sector is strongly supported.

Vonk's comparisons showed all systems developing on more or less along the same lines, although within a debate about the teacher as technician or professional. In all countries decisions about formal admission requirements were taken centrally and in all countries (except Italy) teacher training was part of higher education, although the reduced formal training requirement in the UK's licensed teacher scheme is noted. Control over curriculum varies between the centralised and decentralised models with the UK (Vonk uses the term for England and Wales) moving towards a more centralised system with accreditation against Government criteria. In most countries there had been an extension of the length of courses with differing models of integrated, consecutive or completely separate academic and professional studies. All countries covered subject knowledge, educational theory, professional studies and school practice. In all countries there is stress on the need for practical training in schools and the involvement of practitioners in training.

Three reports from HMI looked at practice in other countries with particular reference to school-based training.

### **1. United States**

HMI looked at on-the-job training in New Jersey where newly recruited teachers teach a full timetable and attend evening and Saturday theory classes. Initially the teacher works with a mentor and gradually assumes responsibility for his or her classes<sup>68</sup>. HMI reported two main conclusions:

- (i) An on-the-job training scheme offering a reasonably competitive salary would attract graduates into teaching from a wide spectrum of society, many of whom would not normally have considered it a possible career.

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<sup>68</sup> *The Provisional Teacher Program in New Jersey*. HMI DES 1989

- (ii) A flexible route which allows individual needs to be met at a relatively low training cost to the employers is an attractive proposition.

More recently there have been press reports of "professional development schools" in the States, which are linked to universities. The balance of the student's time at each institution varies from state to state<sup>69</sup>.

## 2. France

HMI looked at the training of secondary teachers in Toulouse and the operation of the regional training centre (Centre Pédagogique Régional - CPR) in that Académie<sup>70</sup>. At that point prospective secondary teachers, following a four year university course and having passed a competitive academic examination, spent one school year attached to a CPR - two-thirds on school-based work and one-third on CPR-based work including subject methodology and general education theory. HMI felt the chief characteristics of the system were the strong subject emphasis and the degree of confidence placed in specially chosen individual teachers to carry out the professional training. They also liked the practical experiential emphasis of much of the training but felt there was a lack of coherence between the separate parts of the programme.

France is now moving to a new system for training both secondary and primary teachers in Instituts Universitaires de Formations de Maîtres (IUFMs) which offer a two year training programme in theory and practice to teachers with a minimum of three years of university study<sup>71</sup>. The establishment of the IUFMs follows the proposal in the Loi d'Orientation of 1989 which stated<sup>72</sup>:

"in order to reorganise the types of training and to offer all teachers a professional training combining basic knowledge, didactics, the acquisition of pedagogic methodology and an introduction to research, the institutional involvement of the universities is essential."

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<sup>69</sup> US researchers plan school-college link. *THES* 2.3.90 and Learning at the chalk face. *Independent* 2.7.92

<sup>70</sup> *Initial teacher training in France: The training of secondary teachers in the Académie de Toulouse*. HMI DES 1989

<sup>71</sup> Heafford, Michael. *Teacher training - some lessons from France*. Paper for the Universities Council for the Education of Teachers annual conference. November 1993

<sup>72</sup> Heafford, op. cit

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The new institutes are designed not only to raise the standards of primary training but also to remove the fundamental weaknesses of the school based CPR scheme - poor integration of the different elements of the course (as HMI had observed); too early introduction to a classroom and the mentors who saw themselves as teachers rather than trainers.

IUFMs themselves have been criticised and their practical training role somewhat weakened but English student teachers have been impressed by the close supervision offered to students<sup>73</sup>.

### 3. Germany

HMI most recently reported on initial teacher training in two German *Länder*<sup>74</sup>.

In Germany primary and secondary teachers train in two phases. The first lasts at least three years and is university-based and mainly academic but includes some school experience and study of education: the second is about 60% school-based, is largely professional and lasts two years. The second phase is organised through regional training centres working in close partnership with training schools, in a framework prescribed and monitored by the Ministry of the *Land*. HMI commented on this phase, the *Vorbereitungsdienst*:

77. In the current debate about the future shape of teacher training in England and Wales, comparisons with other countries need to be made cautiously. It is important to recall, however, that Hessen and Rheinland-Pfalz have long experience of a system of school-based training. The *Vorbereitungsdienst* provides a well established and effective working model. Many of the potential implications of the two-phase approach have been discussed earlier in the report. The concluding paragraphs raise some key issues for discussion.

78. The first issue is the meaning of 'school-based'. The German model in phase two does not involve the university. But there is no suggestion that 100 per cent of the time should be spent in the classroom, or indeed in school. There is a balance between classroom and *Seminar* work of about 60:-40. The *Seminar* work is designed to interweave theory and practice and focuses on the professional preparation for teaching; it is delivered by teachers rather than university tutors, but the balance, content and conception are not dissimilar to those of our more school-based PGCE courses. The *Vorbereitungsdienst* aims for high-quality school focus rather than a high percentage of classroom contact.

79. The second issue is to do with institutions. In Hessen and Rheinland-Pfalz, phase two is almost entirely independent of the universities, but is not handed over to individual schools. Much of the strength of phase two resides in the local or regional networks of the

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<sup>73</sup> In and out of the classroom. *Education* 28.1.94

<sup>74</sup> *The initial training of teachers in two German Länder: Hessen and Rheinland-Pfalz*. Ofsted 1993

*Studienseminar* system and in the role of the *Fachleiter*. The *Studienseminar* enables trainees in different schools to observe each other and work together regularly in subject groups. The teacher trainers, who are good practitioners with a part-time teaching timetable, run subject, phase or education seminars and supervise trainees in several schools other than their own. This gives some calibration of practical assessments across schools and complements the work of the subject mentors in the training school.

80. Another key question is that of control. Control of the training budget and the training process in phase two is not shared with the heads of the training schools. Executive responsibility for the training programme lies with the leader of the *Studienseminar*, who is directly responsible to the Ministry of the *Land*. The Ministry appoints the *Seminar* leader and the *Fachleiter*, who are employees of the *Seminar*, not of the school in which they teach. The Ministry controls the budget and moderates standards. In effect the training, though school-based, is not devolved to the schools. The system is based on a firmly regulated partnership between professionals in the schools, the *Studienseminar* and the Ministry.

81. There is also the question of quality control. Although there is no national body to scrutinise German teacher training in the way CATE does in England and Wales, the *Land* exercises a similar role by different means. The minimum length, the structure and the content of courses are tightly regulated and the *Land* in effect defines the competences a future teacher must possess; it also controls the *Staatsexamen* and monitors the standard of phase two trainees. In effect the Ministry carries out many of the functions which in England and Wales fall to CATE on the one hand, and to university and college examinations boards on the other.

#### 4. Scotland

In February 1992, the Scottish Office Education Department invited Moray House Institute of Education to test the feasibility of a more school-based approach to teacher training<sup>75</sup>. The research summary ended:

#### Conclusions and implications for the future

##### 1. *School experience*

Students can benefit from increased amount of time spent in schools during their training, balanced by time in higher education to reflect on educational practices and their underlying assumptions.

##### 2. *Mentoring*

A scheme which gives time and added recognition to the mentoring process empowers mentors and students.

##### 3. *Balance and partnership*

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<sup>75</sup> *Towards More School Based Training?* Interchange No 20. Research and Intelligence Unit. SOED 1993

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Changing the nature of partnerships in teacher education entails change for all members of the partnership.

### **4. Resources**

Innovation raises everyone's expectations that teacher training will be enhanced but this is dependent on resources being available for each party to fulfil its responsibilities.

### **5. Supporting structure**

A network of people is involved in school based training and the underlying structures should provide both support and quality assurance.

### **6. Teachers' professional development**

Spending nearly two thirds of initial training in schools only makes sense within a coherent concept of teacher development. This should extend from the beginning of training, through the attainment of the competences required of the newly qualified teacher to sustained professional development during and after probation.

Important changes in teacher education are under way in Scotland. There will need to be a continuing and far reaching debate on the best ways to implement these changes. These discussions will have implications not only for students in training but also for staff in schools, the education authorities, teacher training institutions and the SOED. They will all need to contribute to the debate and be prepared to adapt their own actions to the changes.

## **III The Bill [Bill 89 of Session 1993/94**

Part I of the Bill seeks to give effect to the proposals outlined in the consultation paper *The Government's Proposals for the Reform of Initial Teacher Training*<sup>76</sup>. The major change from consultation paper to the Bill as introduced in the Lords was the rejection of both options for accreditation proposed in the paper and the substitution in Clause 13 of a procedure proposed by CATE whereby the Teacher Training Agency would have a statutory role in the accreditation of institutions<sup>77</sup>.

The major amendments to Part I of the Bill in the Lords were the limitation of the power of schools to provide courses of ITT by the addition by an Opposition amendment of the requirement that they act "in partnership with and accredited by an institution of higher education"<sup>78</sup>, the removal by the Government of the Teacher Training Agency's power to fund

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<sup>76</sup> DFE/Welsh Office September 1993

<sup>77</sup> HL Deb 7.12.93 cc 820-821

<sup>78</sup> HL Bill 2 Clause 11. Bill 89 Clause 12. HL Deb 14.3.93 cc 12-31

higher level courses dealing with education and the limitation of its power to commission research<sup>79</sup>.

This section seeks to give a brief outline of the provisions and the substantive amendments made in the Lords and covers some of the main points raised in debates in the Lords. The references are to the Bill as brought from the Lords [Bill 89]. It should be noted that a new clause [Clause 11] was inserted on Third Reading altering the numbering of subsequent clauses.

The provisions of the Part I of the Bill have been opposed by the Labour and the Liberal Democrat peers on the grounds that a new body is unnecessary and represents unacceptable central control. Lord Judd drew particular attention to the retrograde nature of school-centred training and Earl Russell to the unacceptability of the TTA controlling educational research.

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<sup>79</sup> HL Bill 2 Clause 4(1)(b). HL Deb 12.4.94 cc 1427-35

### 1. The Teacher Training Agency

#### Clause 1: The Teacher Training Agency

Clause 1(1) establishes the Teacher Training Agency (TTA) to act in relation to England as a funding agency and to provide information and advice about teaching as a career and to carry out other functions as covered in Part 1. Under this clause the TTA takes over functions presently exercised by the Higher Education Funding Council for England (HEFCE) and the Teaching as a Career Unit (TASC).

Clause 1(2) sets out the objectives of the agency and was amended in the Lords to add a general objective to ensure that teachers are well fitted to promote the full aims and values of the school curriculum as set out in Section 1 of the *Education Reform Act 1988*. This was a Government amendment responding to an amendment raised by Lord Northbourne at Committee Stage<sup>80</sup>

Clause 1(3) empowers the TTA to exercise its functions in England and in Wales, but to do so in Wales only at the request of the Secretary of State. There was a technical amendment on Third Reading to clarify the division of responsibilities<sup>81</sup>.

Attempts were made in Committee to restore the funding function to HEFCE and to suggest a joint advisory committee in line with the one for medical education rather than separating teacher education from other university courses. The opposing view was put by speakers like Baroness Perry who argued for the power of the proposal being in the bringing together of accreditation and funding<sup>82</sup>.

#### Clause 2: Membership, etc of the Agency

Clause 2(1) provides for between 8 and 12 members, including the chairman, all appointed by the Secretary of State.

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<sup>80</sup> HL Deb 28.3.94 cc 836-845

<sup>81</sup> HL Deb 12.4.94 c 1421

<sup>82</sup> HL Deb 10.3.94 cc 1540-1587

The Secretary of State has said that he will announce the name of the chairman after Second Reading<sup>83</sup>.

Clause 2(2) requires the Secretary of State to have regard to the desirability of including members with experience of education in schools, teacher training and higher education. A Government amendment on Report, responding to Lord Pearson's views in Committee, added 2(a)i-iii to emphasise the need for members with actual teaching experience<sup>84</sup>.

Clause 2(3), which requires the Secretary of State to have regard to the desirability of including members with experience of denominational education and special educational needs teaching, was added to reflect in part the principle behind the Bishop of Guildford's amendment of ensuring that the role played by the churches in teacher training was taken into account<sup>85</sup>. The Bishop drew attention to the Church colleges' responsibility for training 28% of teachers and sought to have inserted in the Act a parallel provision on consultation to that in the 1993 Education Act over appointments to the Funding Agency for Schools (FAS). In moving his amendments he drew attention to the Secretary of State's disregard of the names put forward by the Church of England and the Roman Catholic Church to FAS and the appointment, without consultation, of other people from the churches. The Government's Clause 2(3) makes no commitment to consultation, although Baroness Blatch put on record the intention to consult<sup>86</sup>. The Bishop continued to press for consultation being added on the face of the Bill<sup>87</sup>.

Clause 2(4) provides for the desirability of members reflecting industry, commerce, finance and the profession.

Clause 2(5) gives effect to Schedule 1.

**Schedule 1** sets out the powers, status, staffing and detailed functioning of the TTA. In Committee, Lord Judd moved an amendment to give representatives of Ofsted and the School Curriculum and Assessment Authority the right to attend<sup>88</sup>. Although at that point

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<sup>83</sup> Centre for Policy Studies Conference 19.4.94

<sup>84</sup> HL Deb 28.3.94 cc 871-883

<sup>85</sup> HL Deb 10.3.94 cc 1612-1628

<sup>86</sup> HL Deb 28.3.94 c 873

<sup>87</sup> HL Deb 12.4.94 cc 1424-5

<sup>88</sup> HL Deb 10.3.94 cc 1633-4



Baroness Blatch was unconvinced of the need for a statutory requirement, on Report a Government amendment gave access to a representative of Ofsted<sup>89</sup> and another Government amendment required the TTA to provide an annual report<sup>90</sup>.

## 2. Funding

### Clause 3: The funding agencies

Clause 3(1) defines a funding agency separately in relation to England and Wales. In England, it is the TTA, in Wales, the Higher Education Funding Council for Wales (HEFCW).

Clause 3(2) defines the scope of the functions of each agency and allows for the Open University to be counted as an institution in England and in Wales. It also provides for the Secretary of State to settle any dispute between the agencies.

Clause 3(3) gives the funding agencies the responsibility for providing support for qualifying activities at eligible institutions (defined by Clause 4).

### Clause 4: Qualifying Activities and Eligible Institutions

Clause 4(1) defines the qualifying activities:

- (a) the provision of teacher training;
- (b) the provision of facilities and activities related to (a). (This could cover central administration and staff development costs.);
- (c) the provision of services in connection with (a) and (b). (This could cover scholarships or careers advice for students provided by a third party.)

A Government amendment on Third Reading omitted from the list of qualifying activities "the provision of higher education in, or the undertaking of research into the theory, practice and management of education". This leaves the HEFCE to continue to fund courses of higher

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<sup>89</sup> Sche 1 para 11

<sup>90</sup> Sch 1 para 17

education in education which are not concerned with teacher training and to provide formula funds for the generality of educational research<sup>91</sup>. In moving this amendment Baroness Blatch made it clear that the agency's powers cover in-service training as well as initial training<sup>92</sup>. There had been pressure for the TTA to have a role in a national system for funding in-service courses for special education.

The proposed power to fund all educational research is replaced by a specific power in Clause 11 for the TTA to commission research to underpin its own policy.

This Government amendment was widely welcomed since there had been considerable concern over the proposed separation of education research from other disciplines.

Clause 4(2) defines eligible institutions as any institution within the further and higher education sector, any school - maintained or independent and any institution or body designated by order of the Secretary of State. Any grouping of eligible institutions may also be funded. This subsection gave rise to the first of a number of amendments aimed at removing school-centred training from the Bill<sup>93</sup>. The Bishop of Guildford, on the other hand, moved an amendment designed to allow a diocese to be a provider of school-centred courses. He was assured that this was possible under the Bill as drafted<sup>94</sup>.

Clause 4(3) empowers the Secretary of State to provide by order that references to the governing bodies of an institution in this Part of the Bill can be read as references to the company which conducts the institution.

The DFE's Memorandum to the Delegated Powers Scrutiny Committee explains the use of the negative procedure for orders made under this subsection<sup>95</sup>:

*Clause 4(3)*

4. Clause 4 specifies the institutions which are eligible to receive grants from the Teacher Training Agency. Some of these institutions (specifically, those designated as eligible for funding from a Further Education Funding Council or a Higher Education Funding Council

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<sup>91</sup> HL Deb 12.4.94 cc 1427-1435

<sup>92</sup> HL Deb 12.4.94 c 1428

<sup>93</sup> HL Deb 10.3.94 cc 1651-1657

<sup>94</sup> HL Deb 10.3.94 cc 1657-8

<sup>95</sup> HL Paper 11

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under section 28 of the Further and Higher Education Act 1992 or section 129 of the Education Reform Act 1988 respectively) are conducted by companies limited by guarantee incorporated under the Companies Acts. Such institutions are also required to have governing bodies constituted under an instrument of government, and it is to those bodies that provisions in Part I refers. Since, however, Part I is essentially concerned with funding, and the company and not the governing body will be ultimately responsible for the institution's finances, it may be more appropriate for particular provisions (for example, clause 5(1)(a)) to refer to the company itself. The Further and Higher Education Act 1992 (c.13) contains a similar power which was exercised in S.1. 1993/563.

5. Given the technical and detailed nature of the exercise, which has no effect on the substance of the funding structure established by Part 1, the Department considers it appropriate to deal with the subject by means of subordinate legislation subject to the negative resolution procedure.

Clause 4(4) requires references to the governing body of an LEA maintained nursery school to be taken as references to the LEA as maintained nursery schools do not have statutory governing bodies.

There was debate in Committee on this clause about the need for specific reference to special educational needs teacher training; the desirability of the use of the word "education" rather than "training" and for published information on courses of initial teacher training<sup>96</sup>.

### **Clause 5: Grants, loans and other payments**

Clause 5(1) empowers the funding agencies to make grants, loans and other payments to governing bodies in respect of expenditure on qualifying activities and other services carried out by eligible institutions - both as defined in Clause 4. In each case the payments may be subject to terms and conditions determined by the funding agency.

A technical amendment to this subsection on Third Reading reflected the removal of higher education and research from the list of activities in Clause 4.

Clause 5(2) defines certain particular terms and conditions relating to repayment and interest on late payments to a funding agency.

Clause 5(3) prevents the funding agencies attaching terms and conditions to the spending of any money from other sources.

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<sup>96</sup> HL Deb 10.3.94 cc 1634-1666

These three subsections mirror the terms and conditions which the Higher Education Funding Councils can apply under Sections 65(3) and (4) of the *Further and Higher Education Act 1992*.

Clause 5(4) requires the funding agencies, in making their funding decisions, to have regard to forecasts of demand for newly qualified teachers and to assessments of the quality of education in individual institutions. The DFE Press Notice on the Bill added to the summary of this clause<sup>97</sup>:

"The funding agencies are required by this clause to have regard to the Secretary of State's forecasts of demand for newly qualified teachers, as the HEFCE and HEFCW already do. They are also required to consider assessments of the quality of an institution's provision; these are likely to include relevant Ofsted reports."

There were unsuccessful attempts in Committee and on Report to amend Clause 5 to require the funding agencies to have regard to the provision made by an institution for students with learning difficulties<sup>98</sup>.

**Clause 6: Provisions supplementary to s. 5**

Clause 6(1) requires the funding agencies to have regard to the desirability of:

- (a) establishing and maintaining an appropriate balance between school-centred courses and other courses;
- (b) not discouraging institutions from maintaining or developing funding from other sources.

Clause 6(2) defines a school-centred course as one provided by a school, groups of schools or partnership.

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<sup>97</sup> DEF PN 24.11.93

<sup>98</sup> HL Deb 10.3.94 cc 1665-6 and HL Deb 28.3.94 cc 923-930

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The DFE *Notes on Clauses* produced for the Lords add the note to this subsection: "It does not include a course provided by a higher education institution in partnership with one or more schools".

This subsection now needs to be read with the amended Clause 12(1) which allows for schools to provide courses **only** in partnership with higher education institutions.

Clause 6(3) requires the funding agencies to consult, as appropriate, before attaching terms and conditions to financial support, those representing the interests of eligible institutions and any individual governing body concerned.

Clause 6(4) requires the funding agencies to have regard to the desirability maintaining an appropriate balance between the support given to denominational institutions and other institutions and any distinctive characteristics of an eligible institution.

These two subsections together with Clause 6(1)(b) reflect sections 66(1) - (3) of the *Further and Higher Education Act 1992*.

The definition of a denominational institution which originally followed this subsection in the Bill<sup>99</sup> was transferred on Report to Clause 17 [HL Bill 43] and is now in Clause 18.

Clause 6(5), which was added by the Government on Report, requires the governing body of an institution to provide information on funded courses to the agency.

### **Clause 7: Grants to the funding agencies**

Clause 7(1) allows the Secretary of State to impose terms and conditions on grants to the funding agencies.

Clause 7(2) allows these terms and conditions to apply to some or all of the institutions funded.

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<sup>99</sup> HL Bill 2 Clause 6(5)

Clause 7(3) prevents the terms and conditions having reference to a particular course of study or programme of research or to the selection or appointment of academic staff or the admission of students.

Clause 7(4) allows terms and conditions affecting repayment and interest. It reflects exactly Clause 5(2) relating to the funding agency's power to make terms and conditions.

Subsections (3) and (4) reflect similar conditions in Section 68(3) and (4) of the *Further and Higher Education Act 1992*.

### **Clause 8: Directions by the Secretary of State**

This clause gives the Secretary of State a power to direct the funding agencies in respect of their functions under the Bill. Such directions must be in general terms, except where they relate to the funding of an institution where there has been mismanagement. Any direction must be by order and subject to the negative procedure<sup>100</sup>.

Similar powers exist in sections 56 and 81 of the *Further and Higher Education Act 1992*, with the orders also subject to the negative procedure<sup>101</sup>.

This clause caused concern to the Delegated Powers Scrutiny Committee<sup>102</sup>:

3. Clause 8 confers on the Secretary of State a wide power to give directions to a funding agency. We were at first concerned that this might be an example of a "skeleton bill". In our first report of session 1992-93<sup>1</sup>, paragraph 28, we said: "The Committee would propose to call to the attention of the House any future bill" that was "little more than authority for Ministers to determine policy and to legislate to give effect to it". In the case of Clause 8, the Department's memorandum went some way to allaying the Committee's fears. But we still question the proposal for negative procedure to apply in this case. **We accordingly urge the House to consider whether directions under Clause 8 should not be subject to the affirmative procedure.**

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<sup>100</sup> Clause 22(1)

<sup>101</sup> S. 89(3)

<sup>102</sup> HL paper 57, session 1992-93

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The Departmental memorandum submitted to the Committee stated<sup>103</sup>:

### *Clause 8*

6. Clause 8 empowers the Secretary of State to give two kinds of direction, general directions and directions in relation to particular institutions, to a funding agency. Such direction must be contained in an order made by statutory instrument subject to the negative resolution procedure. The Secretary of State has identical powers in relation to further education funding councils and higher education funding councils under the Further and Higher Education Act 1992 but they have not been exercised.

7. General directions may be given under subsection (2) about the exercise of a funding agency's functions. This is intended only as a fall-back power, consistent with the Secretary of State's accountability to Parliament for the funds that the Agency spends; it is not likely to be used since it is to be expected that the Agency will dispense public funds sensibly and in line with its remit. It might be used in principle, for example, to prevent the Agency from funding courses of initial training for school teachers which did not meet the Secretary of State's criteria and so would not prepare students to teach in all schools.

8. Particular directions under subsection (3) may be given where an institution funded by the Agency may, in the Secretary of State's opinion, be or have been financially mismanaged. The Secretary of State might exercise this power to direct the agency to provide no further funds, or funds only for specified purposes, to such an institutions.

9. The policy intention embodied in the Bill is that the agency should be independent, normally determining its own priorities and making its own funding decisions. A direction from the Secretary of State necessarily reduces the agency's autonomy and the Department accordingly consider it desirable that such a direction should be subject to the scrutiny by Parliament for which the negative resolution procedure provides.

There was a very brief debate in Committee on an unsuccessful Opposition amendment to make the directions subject to the affirmative procedure. Baroness Blatch argued that the powers would be used rarely but would need to be used swiftly which the affirmative procedure would not allow<sup>104</sup>.

### **Clause 9: Joint exercise of functions**

This clause allows the funding agencies, the Higher Education Funding Council for England, the Further Education Funding Council and the Funding Agency for Schools to act jointly where it would increase their efficiency or effectiveness.

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<sup>103</sup> HL Paper 11 1993-4

<sup>104</sup> HL Deb 10.3.94 cc 1670-1

There is a similar provision in Section 82 of the *Further and Higher Education Act 1992*. The Bishop of Guildford moved unsuccessful amendments to this clause in Committee and on Report to stop the HEFCE delegating its functions with regard to church colleges to the TTA. Baroness Blatch gave assurances on Report that the TTA would become the lead agency for only a handful of colleges and that the Advisory Committee for the church colleges would advise both HEFCE and TTA<sup>105</sup>.

#### **Clause 10: Efficiency studies**

This clause empowers the funding agencies to arrange an efficiency study at any institution they fund; and requires that institution to co-operate in the study.

Attempts to require the Audit Commission's involvement in such studies were rejected<sup>106</sup>.

#### **Clause 11: Research**

This clause was added by the Government at Third Reading to preserve a specific power for the funding agencies to carry out or commission research with a view to improving the training of teachers or the standards of teaching. It followed from the removal of research as one of the qualifying activities in Clause 4<sup>107</sup>.

### **3. Supplementary provisions**

#### **Clause 12: Power of schools to provide courses of initial teacher training**

This clause was substantially amended in Committee.

Clause 12(1) allows for the governing bodies of maintained schools to provide courses of initial teacher training (in partnership with and accredited by an institution of higher education).

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<sup>105</sup> HL Deb 28.3.94 cc 930-2

<sup>106</sup> HL Deb 28.3.94 cc 932-5 and HL Deb 12.4.94 cc 1444-1450

<sup>107</sup> HL Deb 12.4.94 cc 1427-1435 and 1450-1



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The words in brackets were inserted by an Opposition amendment in Committee supported by peers from all parties<sup>108</sup>. They substantially alter the intention of the Clause (see Clause 6 above) although Earl Russell argued that they did not alter the principle of school-centred courses<sup>109</sup>. The arguments focused on the necessity for educational theory within professional training, although it extended to the need for access to libraries and academic debate. There were several attempts to amend the clause to provide for consultation with panels before a school embarked on school-centred training. The Ministerial responses were cited by Baroness David in a final unsuccessful attempt to persuade the Government<sup>110</sup>.

Clause 12(2) was added in Committee in an amendment tabled by Baroness Perry and accepted by the Government<sup>111</sup>. It restricts school provided courses to graduates. Baroness Blatch had already confirmed on Second Reading that school-centred training would only be open to graduates<sup>112</sup>.

Clause 12(3) gives to the governing body of a school providing such a course all the powers it has in relation to the conduct of the school. For example, according to the DFE Notes of Guidance, it can accept gifts and enter into contracts, other than contracts of employment (although presumably that prohibition does not apply to voluntary or grant-maintained schools). It is not clear from this subsection whether a county school could employ extra teaching or administrative staff to support a training course.

Clause 12(4) provides for subsections (1)-(3) to take effect without requiring amendment to the instruments and articles of government of individual schools.

Clause 12(5) allows a school to provide teacher training without having to go through the public notice procedure for a change of character under sections 12 or 13 of the *Education Act 1980* or section 96 of the *Education Act 1993*.

A similar provision with regard to schools providing further education is made in section 12 of the *Further and Higher Education Act 1992*.

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<sup>108</sup> HL Deb 14.3.94 cc 12-56

<sup>109</sup> Ibid c 14

<sup>110</sup> HL Deb 12.4.94 cc 1451-1454

<sup>111</sup> HL Deb 10.3.94 cc 1579-1581

<sup>112</sup> HL Deb 7.12.93 c 862

Clause 12(6) prevents a governing body spending its delegated budget (in the case of an LEA maintained school) or its annual maintenance grant (in the case of a grant-maintained school) on school-centred teacher training.

Clause 12(7) makes it clear that this clause does not affect a school's ability to be involved in other teacher training or in in-service training. The provision relating to in-service training was added in Committee on a Government amendment<sup>113</sup>.

### **Clause 13: Grants for teacher training**

This clause allows for the small DFE scheme for making shortage subject student bursaries to be run by the TTA. The current regulations, the Education (Bursaries for Teacher Training) Regulations 1988<sup>114</sup> are to be interpreted as empowering the TTA as well as the Secretary of State to administer the scheme until new regulations are made.

The DFE Memorandum to the Delegate Powers Scrutiny Committee gave the justification in keeping the negative procedure for regulations made under this Clause (then Clause 12)<sup>115</sup>:

#### *Clause 12; Grants for Teacher Training*

10. Section 50 of the Education (No. 2) Act 1986 (c.61) empowers the Secretary of State, by regulations subject to the negative resolution procedure, to empower himself to pay grants to facilities and encourage the training of, inter alios, teachers. Clause 12 amends section 50 so that such regulations may confer that power on the Teacher Training Agency. This extension of this power which Parliament decided in 1986 was appropriately exercised by regulations subject to the negative resolution procedure does not in the Department's view call for a change in the Parliamentary procedure applicable to the regulations.

### **Clause 14: Qualification of teachers, etc**

Clause 14(1) amends section 218 of the *Education Reform Act 1988* to enable regulations to be made which require the definition of a qualified teacher to include the successful completion of a course at an accredited institution and which confer on the TTA and the HEFCW a role in the accreditation process. The reference to HEFCW was added in

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<sup>113</sup> HL Deb 14.3.94 cc 37-38

<sup>114</sup> SI 1988/1397

<sup>115</sup> HL Paper 11 1993-94

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Committee as was the amendment requiring courses in schools to be accredited by an institution of higher education<sup>116</sup>.

This last amendment is unacceptable to the Government as it gives a power to institutions which is in conflict with the general power given under the Clause to the TTA<sup>117</sup>.

The DFE Memorandum defended the use of the negative procedure<sup>118</sup>:

### *Clause 13: Qualification of Teachers*

11. Section 218(1) of the Education Reform Act 1988 (c.40) empowers the Secretary of State to make regulations relating to qualification and employment as teachers in maintained schools. Such regulations are subject to the negative resolution procedure.

12. Clause 13 amends and adds to these provisions in several ways, the overall purpose being to give the Teacher Training Agency a role in the process of determining qualified teacher status, including the accreditation of institutions providing courses of initial teacher training. The clause also makes certain specific amendments to achieve this purpose to the Education (Teachers) Regulations 1993 (S.I. 1993/543) which, subject to Parliamentary approval, the Secretary of State proposes be made.

13. As in the case of clause 12, the Department considers that this extension to the powers in section 218(I)-(3) is not sufficiently major to justify changing from the negative resolution procedure.

Clause 14(2) amends the current Education (Teachers Regulations) 1993<sup>119</sup> to refer to accredited institutions and, by an amendment on Report, to make it clear that the TTA should only approve courses in schools for graduates<sup>120</sup>.

Baroness Blackstone moving the original amendment in Committee wished to ensure that teaching remained an all graduate profession. However, the licensed teacher route allows for teachers with only two years of higher education.

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<sup>116</sup> HL Deb 14.3.94 cc 56-57

<sup>117</sup> HL Deb 12.4.94 cc 1388-1402 covering what was then Clause 13

<sup>118</sup> HL Paper 11, 1993-94

<sup>119</sup> SI 1993/543

<sup>120</sup> HL Deb 28.3.94 cc 942-3

Clause 14(3) allows the TTA to grant licences and similar authorisations for such programmes as the licensed teacher scheme and overseas trained teacher scheme.

Clause 14(4) allows different provisions for the employment of qualified teachers to apply in Wales.

**Clause 15: Duty to provide information etc**

This clause requires the TTA to give the Secretary of State information and advice. It also allows the TTA and HEFCW to require advice of each other, or of those receiving or seeking funding.

The original power of the Secretary of State to determine the form of advice was removed on a Government amendment<sup>121</sup>.

**Clause 16: Additional, supplementary and ancillary functions**

This clause gives the Secretary of State a power to direct the TTA and the HEFCW to carry out tasks ancillary to their main functions and also, by order, additional or supplementary functions. The definition of a supplementary function was added in Committee<sup>122</sup>.

The DFE Memorandum again defended the use of the negative procedure:

*Clause 15: Additional supplementary and ancillary functions*

14. Clause 15(1) and (2) empowers the Secretary of State to confer or impose additional and supplementary functions on the Teacher Training Agency and/or the Higher Education Funding Council for Wales.

15. Under subsection (1) the Secretary of State may confer or impose such additional functions as he considers they may appropriately discharge having regard to their general objectives. An example, mentioned in the Department's consultation document on the proposals which led to the Bill, would be making and administering arrangements for admissions to teacher training courses. Under subsection (2) the Secretary of State may confer or impose on the Higher Education Funding Council for Wales (HEFCW) functions which are supplementary to their functions as a funding agency under Part I of the Bill. The Secretary

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<sup>121</sup> HL Deb 28.3.94 cc 946-8

<sup>122</sup> HL Deb 14.3.94 cc 65-68

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of State already has a power to confer supplementary functions relating to the provision of education on the HEFCW under section 69 of the Further and Higher Education Act 1992 and this provision confers a similar power in relation to its functions as funding agency for teacher training.

16. As a statutory corporation the Agency and the Funding Council may only do what the Bill empowers or requires them to do, but experience may identify activities which they could appropriately undertake, having regard to their functions, but which fall outside the scope of those functions. In such circumstances the Department considers it desirable that the Secretary of State should have a limited power to extend the functions and that, since he would be adding to the remit given to the bodies by Parliament, Parliament should be afforded an opportunity to express a view on his proposals. The powers are accordingly exercisable by order made by statutory instrument subject to the negative resolution procedure.

### **Clause 17: The Teaching as a Career Unit - transfer of property and staff**

This provides for the TTA to take over the Teaching as a Career Unit (TASC). TASC is a company limited by guarantee established and funded by the DFE.

The DFE Memorandum comments<sup>123</sup>:

*Clause 16: Teaching as a Career Unit: Transfer of Property, etc*

17. This clause empowers the Secretary of State by order to transfer to the Teacher Training Agency the property, rights and liabilities of the Teaching as a Career Unit (TASC). TASC is a limited company established and funded by the Department with a number of functions in the field of teacher training which the Agency will exercise. It is intended to wind TASC up and the clause provides a convenient way of dealing with any residual property, rights and liabilities, and to transfer any staff remaining in post. Use of the negative resolution procedure affords Parliament a suitable opportunity to examine how the property, etc of a body funded at public expense is being dealt with.

### **Clause 18: Interpretation**

The interpretation of "demoninational character" is now in this clause rather than in Clause 6(5) in the original Bill. The interpretation of "special educational needs" was also added on Report<sup>124</sup>.

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<sup>123</sup> HL Paper 11, 1993-94

<sup>124</sup> HL Deb 28.3.94 cc 950-1

**4. Part III: General Provisions**

**Clause 24** makes it clear that Part I extends only to England and Wales.

**Financial Effects and effect on public service manpower**

There are no net cost implications of the assumption by the new Teacher Training Agency of certain functions currently exercised by the Higher Education Funding Council for England, the Secretary of State and the Teaching as a Career Unit.

The creation of the Teacher Training Agency and the extension of the powers of the HEFCW will not lead to a significant increase in public manpower. The Teacher Training Agency will take over the functions and staffing levels of the Teaching as a Career Unit. Other staffing needs should in part be offset by manpower savings at the Department for Education<sup>125</sup>.

**IV Major issues and responses**

The major issue in this part of the Bill is the establishment of the Teacher Training Agency (TTA). Debate will undoubtedly continue on the arguments for and against creating a new and separate framework for teacher training.

A Labour amendment aiming to establish a statutory General Teaching Council (GTC) to advise the Secretary of State on the supply and education of teachers and criteria for accreditation, and to maintain a register of those qualified to teach has already been defeated in the Lords<sup>126</sup>. Given the support outside the House for a GTC outlined in the recent National Commission on Education briefing and the desire for the professional self-regulation of teachers, it is likely to be raised again in some form<sup>127</sup>.

Since the Government has removed the TTA's power to fund higher level courses dealing with education and made clear the restriction of its powers to commission educational research, the other main concern will be school-centred training.

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<sup>125</sup> Bill 89 1993/94

<sup>126</sup> HL Deb 14.3.94 cc 38-56

<sup>127</sup> *A General Teaching Council for England and Wales?* Stuart Maclure, National Commission on Education Briefing No. 11. January 1993

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Clause 12, as amended, allows governing bodies to provide "initial training for school teachers, in partnership with and accredited by an institution of higher education". Baroness Blatch commented on that amendment in her speech moving the Third Reading<sup>128</sup>:

I accept that in one respect the Bill we shall be sending forward to the other place may not meet the objective of allowing schools to play a full and equal part in teacher training. We must of course let the full parliamentary process take its course, and allow the other place to consider the desirability and workability of that aspect of the current draft.

Whether the Government seeks to overturn the amendment or not, the clause is likely to need further amendment to clarify whether it is accreditation and/or validation that is to be required from an institution of higher education. The question of a higher education institution's power to accredit which now appears both in Clause 12 and Clause 14 (Clauses 11 and 13 in HL Bill 43) was explored on Third Reading in the Lords<sup>129</sup>. Baroness Blatch outlined the Government's view of the confusion caused by giving a power of accreditation to institutions which the Bill would also give to the TTA by regulations under Clause 14(1).

Dr Robert Morris in his critical commentary on the Bill has called for a rigorous approach to the accreditation of school-centred training (presumably by the TTA) while suggesting that "critics who are themselves educators need to ask themselves whether their comments are free from academic snobbery"<sup>130</sup>. This tension between academic trainers and those teaching in schools is discussed in the National Commission on Education's paper which outlines the problems in extending school based training, admittedly in a review by a professor of education, Tony Edwards<sup>131</sup>. One point not made by Professor Edwards but relevant to the explicit duty of the TTA in the Bill to secure a balance between school-centred courses and other courses is HMI's finding that there is a strong correlation between where student teachers are trained and where they apply for their first teaching post<sup>132</sup>. If few schools in the inner cities decide to run school-centred courses, it may be that successful training courses based on suburban, small town or rural schools will be training teachers who will only be interested in teaching in such areas.

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<sup>128</sup> HL deb 12.4.94 c 1490

<sup>129</sup> HL Deb 12.4.94 cc 1388-1402

<sup>130</sup> *Into a Narrow Act*. The Education Bill 1993

<sup>131</sup> *Change and Reform in Initial Teacher Education*. NCE Briefing No 9. November 1992

<sup>132</sup> *Training Teachers for Inner City Schools*. HMI DES 1991

The arguments for the establishment of some statutory right of parents to be consulted or at least informed about a school's intention to provide school-centred training is also likely to be raised again given the current stress on requiring schools to provide information for parents<sup>133</sup>.

## Responses

Much of the response to the content of the Bill has been covered at the beginning of this paper in the section on the consultation paper. There have been later briefings from the Teacher Education Alliance, a non-party-political coalition of organisations involved with education, attacking the establishment of the TTA for undermining the integration of teacher training within university culture, removing the prospect of a GTC and establishing more direct political control over the profession. These briefings have included a statement from parents' organisations expressing their concern that children's education will suffer in schools where there are large numbers of trainee teachers, a view supported by the National Association of Governors and Managers (NAGM). NAGM also make the point that teachers have not been trained to teach adults. The Teacher Education Alliance in their briefings for members also included later critical comment from teacher organisations, early childhood education organisations, higher education, researchers and the General Teaching Council Initiative<sup>134</sup>.

The Association of Metropolitan Authorities, while welcoming the Government's stated commitment to improving the quality and training of those entering the teaching profession, and the provision of innovative routes to qualified teacher status such as modular courses, does not support the proposed changes in the Bill<sup>135</sup>.

The recent press comment also appears to be critical:

Michael McCrum, Master of Corpus Christi College, Cambridge and former Headmaster of Eton, concluded a recent article opposing Part I of the Bill<sup>136</sup>:

We need to build on existing successful partnerships between universities and schools - schemes such as those at the universities of Manchester, Sussex, Bristol, Greenwich, and

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<sup>133</sup> *The Parent's Charter: You and your child's education.* DES 1991

<sup>134</sup> *Members' briefing and Government Proposals for Initial Teacher Training.* Teacher Education Alliance 1993

<sup>135</sup> *Education Bill 1993.* Education Committee item 14. AMA 20.1.94

<sup>136</sup> School's can't teach teachers. *Independent* 24.3.94



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elsewhere. We need more schoolbased training - but not so much as to threaten the quality of children's education. We need to cut bureaucracy, not extend it. We need a system that will work. England already has a Higher Education Funding Council. This could establish its own committee on teacher training. As in Wales and Scotland, this could, and should, do all that is being suggested for the TTA.

Peter Mortimore, deputy director of the Institute of Education at the University of London, urged the Government to amend the Bill to provide a **regulated** partnership between government, universities and schools<sup>137</sup>.

However, an article in the Times Higher Education Supplement suggested that some university education heads believed arrangements under a TTA might be an improvement on the current system and cited one<sup>138</sup>:

John Howson, acting education head at Oxford Brookes University, said things could not be worse than the current situation "where the dead hand of Government works behind the funding council, which makes its decisions about funded student numbers too late for any sensible planning".

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<sup>137</sup> In training for a disaster. *Times* 21.2.94

<sup>138</sup> Teaching agency spurned. *THES* 11.3.94