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# TEACHER EDUCATION IN A CLIMATE OF CHANGE

*The Way Forward*

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Teacher Education in a Climate of Change  
—— *The Way Forward*

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## Glossary of Terms

<b>Accreditation of Initial Teacher Education</b>	- separate from academic validation, accreditation is concerned with the suitability of courses as a professional preparation for teachers.
<b>BEEd</b>	- the Bachelor of Education is a four-year degree course of Initial Teacher Education.
<b>Beginning Teachers</b>	- teachers who are at the Induction (Year 1) or Early Professional Development (Years 2 & 3) stages of their career.
<b>CEP</b>	- Career Entry Profile.
<b>C2K</b>	- Classroom 2000 is the Information and Communications Technology platform used by grant-aided schools here.
<b>CASS</b>	- each Education and Library Board's Curriculum Advisory Support Service provides advisory and support services to all grant-aided schools here.
<b>CCEA</b>	- the Council for Curriculum, Examinations and Assessment.
<b>CCMS</b>	- the Council for Catholic Maintained Schools.
<b>CEIAG</b>	- careers education, information, advice and guidance.
<b>CEP</b>	- the Career-Entry Profile, which is the property of the beginning teacher on completion of a course of initial teacher education, provides a record of the assessment of a beginning teacher's competences and professional characteristics, indicating strengths and development needs.

<b>CPD</b>	– Continuing Professional Development is the stage of a teacher's career immediately following the Early Professional Development stage.
<b>DE</b>	– Department of Education.
<b>DEL</b>	– Department for Employment and Learning.
<b>Education Advisory Forum</b>	– the new statutory Education Advisory Forum will act as a unified advisory interface between the Department of Education and the education sector. It will advise on the DE's policy and strategic objectives.
<b>ELB</b>	– Education and Library Board.
<b>Entitlement Framework</b>	– the Curriculum Entitlement Framework will guarantee all pupils greater choice and flexibility by providing them with access to a wide range of learning opportunities suited to their needs, aptitudes and interests, irrespective of where they live or the school they attend.
<b>EPD</b>	– the Early Professional Development stage is the 2-year period of a teacher's career immediately following the successful completion of the Induction stage.
<b>ESA</b>	– the Education and Skills Authority.
<b>ETE</b>	– Early Teacher Education comprises the first 3 stages of teacher education, i.e. Initial, Induction and EPD.
<b>ETI</b>	– the Education and Training Inspectorate.
<b>GTCNI</b>	– the General Teaching Council for Northern Ireland is the professional body for teachers here.

<b>HEIs</b>	– the Higher Education Institutions, i.e. Open University; Queen's University, Belfast; St Mary's University College; Stranmillis University College; University of Ulster.
<b>ICT</b>	– Information and Communications Technology.
<b>IME</b>	– Irish Medium Education.
<b>Induction</b>	– the Induction stage is the period of a teacher's career immediately following the successful completion of Initial Teacher Education.
<b>INSET</b>	– In-Service Training.
<b>ITE</b>	– Initial Teacher Education.
<b>LNI</b>	– Learning Northern Ireland – the secure ICT learning platform designed for learners and educators in NI.
<b>NISTR</b>	– the online regional database of qualified teachers who provide substitute (supply) cover for schools here.
<b>NQTs</b>	– Newly Qualified Teachers.
<b>OECD</b>	– Organisation for Economic Co-operation and Development.
<b>OU</b>	– Open University.
<b>PGCE</b>	– the Postgraduate Certificate in Education is a one-year course of ITE.
<b>PGCFHE</b>	– all new entrants to full-time permanent teaching or associate lecturer posts in further education, and who do not already possess a BEd degree or a PGCE, are required to pass the Postgraduate Certificate in Further and Higher Education awarded by the University of Ulster.

<b>PQHNI</b>	– Professional Qualification for Headship, Northern Ireland.
<b>PRSD</b>	– Performance Review and Staff Development.
<b>QUB</b>	– Queen's University of Belfast.
<b>RPA</b>	– Review of Public Administration.
<b>RTU</b>	– the Regional Training Unit organises support and INSET on a range of issues on a region-wide basis, with a particular emphasis on the leadership and management training of teachers.
<b>SEN</b>	– Special Educational Needs.
<b>STEM</b>	– Science, Technology, Engineering and Mathematics.
<b>St Mary's</b>	– St Mary's University College.
<b>Stranmillis</b>	– Stranmillis University College.
<b>TDSM</b>	– the statistical model, known as the Teacher Demand Statistical Model, used as part of the annual determination of student intakes to courses of ITE.
<b>Te-P</b>	– the Teacher e-Portfolio will be a career-long and career-wide journal for student, beginning teachers and serving teachers, including aspirant and emerging head teachers, and will be used to record their professional learning.
<b>UU</b>	– University of Ulster.



## SECTION 1

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### Context and Conclusions from the Review

## PART 1

# Introduction

- 1.1 The Department for Employment and Learning (DEL) and the Department of Education (DE) launched a review of teacher education in 2003 at the first major teacher education conference to be held in 30 years. This event was followed by further conferences in 2004 and 2005. The purpose of the review was to ensure that the profession is best placed to cope with the changes facing the education sector in the coming years.
- 1.2 The principal focus of the Teacher Education Review has been on issues surrounding Induction, Early Professional Development (EPD), Continuing Professional Development (CPD) and the need for these stages of a teacher's career to be brought more closely together. Whilst it was not the intention of the commissioning Ministers to address structures, the professional focus inevitably takes us into the arena of workforce planning, the need to address the numbers admitted to Initial Teacher Education (ITE) courses and the statutory and financial controls which govern it:
- the supply of teachers to the system is the role of the DE under Article 67(1) of the Education and Libraries (NI) Order 1986 (86 Order) as amended; and
  - the funding of ITE is the responsibility of the DEL under Article 30(1)(a) of the Education and Libraries (NI) Order 1993 and Article 66 of the 86 Order.
- 1.3 In that context, the three Teacher Education Conferences and the culminating workshop in 2007 addressed a range of challenges facing teachers, namely:
- the need to improve access to and quality of provision for the induction of newly qualified teachers (NQTs); and
  - the need to provide linkages between the various stages of a teacher's career and pathways for further professional development.

- 1.4 The state of readiness of teacher education to address these challenges was explored and proposals put forward to both Departments to ensure that the whole teacher education system is organised to meet the changes flowing from the Review of Public Administration (RPA); the revised curriculum, particularly in relation to skills acquisition and the needs of the economy; the revised policy on school improvement as set out in "Every School a Good School"; and the review of the Literacy and Numeracy Strategy; and to play its role in:
- ensuring that every young learner fulfils his or her potential at each stage of development;
  - raising levels of achievement and tackling underachievement in schools;
  - addressing unacceptable inequalities in educational attainment; and
  - responding to the skills agenda and challenges arising from the Bain Review.

As an integral part of raising standards, teacher education will need to respond to the increasing numbers of pupils with special educational and other additional needs.

- 1.5 The two Departments established a Teacher Education Stakeholders' Group, representative of providers, to assist in the formulation of their policies on teacher education. The Stakeholders' Group comprised representatives from the two Departments, the Education and Training Inspectorate (ETI), the five Education and Library Boards (ELBs), the Regional Training Unit (RTU), Queen's University Belfast (QUB), University of Ulster (UU), the Open University (OU), St Mary's University College (St Mary's), Stranmillis University College (Stranmillis), and the professional interests of teachers through the General Teaching Council for Northern Ireland (GTCNI).
- 1.6 The review examined teacher education from intake to ITE, through Induction and EPD as a beginning teacher, to the CPD needed to enable a teacher to meet the challenges facing the education sector today.

- 1.7 Following announcements on the Review of Public Administration and the Independent Strategic Review of Education undertaken by Sir George Bain, the Departments hosted a meeting in February 2007 to consider the implications of those proposals for the Teacher Education Review.
- 1.8 ITE is provided in Stranmillis, St Mary's, QUB, the UU and the OU. The University Colleges provide mainly for the primary phase through their 4-year Bachelor of Education (BEd) courses, together with some post-primary BEd provision. Stranmillis also offers a one-year Postgraduate Certificate in Education (PGCE) course directed at primary level teaching in Early Years, and St Mary's a one-year PGCE course directed at primary level teaching in Irish-medium Education (IME). The Universities offer one-year PGCE courses directed at the post-primary phase, some of which include an Irish-medium dimension which is provided by St Mary's. The UU also offers a one-year PGCE course directed at primary level teaching. The OU offers part-time PGCE courses directed at post-primary level teaching. The number of approved **intakes** to all ITE courses for the 2008/09 academic year was 643 students. This represented an overall reduction of 237 places since 2004/05 (880 to 643). Intakes for the 2009/10 academic year were held at 643 students. Overall **enrolment** figures for the 4-year BEd and the one-year PGCE courses in the 2009/10 academic year total some 1,486 students.
- 1.9 The provision of Induction, EPD and CPD is, at present, the statutory responsibility of the ELBs. The Education Reform (NI) Order 1989 gives each of the five ELBs the specific role of providing advice and support for all grant-aided schools within its own area on all aspects of the curriculum and associated matters. In particular, each ELB has a statutory responsibility to secure the provision of further training for teachers. Whilst there are individual structures in place, there is collaboration on a range of policies and practices and some parts of the service are taken forward on a regional basis. The present system of funding the Curriculum Advisory and Support Service (CASS), which encompasses the funding for CPD, comprises a mixture of core funding and initiative ring-fenced provision. In each year, each ELB determines, from within its block grant allocation, the size of its CASS budget according to its individual priorities, with the result that the amount set aside for teacher education varies from year to year and from ELB to ELB. In addition, there is a Regional Training Unit (RTU) which organises support and in-service training (INSET) on a range of issues on a region-wide basis, with a

particular emphasis on the leadership and management training of teachers. Additional earmarked funding is also provided to the RTU for specific purposes and initiatives.

- 1.10 In the post Education and Skills Authority (ESA) environment, the Induction/EPD/CPD responsibilities currently performed by the ELBs/RTU will reside with ESA. In this role, ESA will **provide** or **secure** the provision of a training and support service for the Boards of Governors of grant-aided schools (as employers) in accordance with arrangements approved by DE. The intention is that the Governors of a school, either individually or in concert with Governors of other schools, may request training and support services provided by the ESA or secured by the ESA on its/their behalf. This comprises induction, EPD and CPD. ESA will fund this service and it will be a matter for it to decide on how that provision can be met.
- 1.11 In the context of further training and support for teachers and non-teaching staff, the ESA will:
- provide information, advice and training related to the individual, corporate and statutory roles and responsibilities of school employers. (School leaders and their senior leadership teams will use the revised teacher competences developed by the GTCNI and agreed by the profession at large as the basis for bringing continuity to teachers' career long professional development. They will be responsible for the identification and monitoring of the professional needs of their staff through the Performance Review and Staff Development (PRSD) scheme and the alignment of professional development to the school's development plans, particularly in the context of the school improvement policy, the revised literacy and numeracy strategy, the special educational needs and inclusion review and the Irish-medium review. This could take a variety of forms, e.g. centre-based or in-school training courses, publications, on-line information, interactive Information and Communications Technology (ICT) training, and collaborative learning);
  - highlight and disseminate best practice in staff and teacher training;

- provide additional support to the employers of a group of schools to address specific or shared issues related to their statutory duties, either in response to a request from the schools collectively, or where the ESA considers this to be desirable to promote best practice related to teacher or other staff training at these schools; and
  - provide additional support to the employers of a particular school to address a specific issue or issues related to their statutory duties, either in response to a request from the school, or where the ESA considers this to be desirable to promote best practice related to teacher or other staff training at the school.
- 1.12 In performing its "professional development of teachers" role, ESA will be expected to work closely with all of the providers of ITE to make sure that the delivery of professional development supports - and is supported by - the work being done in ITE.
- 1.13 The Teacher Education Partnership Handbook, which was published in 1998 (and updated in September 2009), assigned specific or partnership roles to the Higher Education Institutions (HEIs), CASS and schools at each stage of professional development. At the ITE stage, the lead is taken by the HEIs in partnership with the schools and supported by CASS. CASS takes the lead in Induction in partnership with schools and is supported by the HEIs, whilst EPD (the second and third years of teaching) is provided by schools in partnership with CASS and supported by HEIs.
- 1.14 Over the years, other bodies have been given a role in professional development - the Council for Catholic Maintained Schools (CCMS) in school improvement; Classroom 2000 (C2k) on the professional element of LNI (Learning Northern Ireland); the Council for Curriculum Examinations and Assessment (CCEA) through the curriculum and qualifications; and, indirectly, the ETI through Associate Assessors and other mechanisms. There is therefore a range of providers and actions undertaken as part of professional development.
- 1.15 It must also be borne in mind that teaching is a self-regulated profession, with a code of ethics or values and a clear statement of competences against

which teachers registered with the GTCNI will be measured or judged in regard to their professional suitability or competence.

1.16 There clearly is, therefore, a need to examine teacher education provision in the context of the new educational landscape and to agree the future roles of the ESA, the ETI, the HEIs, GTCNI, schools and teachers.

1.17 This paper seeks to:

- establish the context within which decisions about teacher education have to be taken;
- argue the need for change;
- present the conclusions arising from the review; and
- make proposals about the future delivery of teacher education.

## PART 2

# Context and the Need for Change

- 2.1 Schools and teacher education providers are facing considerable challenges on a number of fronts, including:
- concerns over underachievement and the links between underachievement and social inclusion;
  - implementing the revised curriculum and assessment arrangements;
  - the proposed reforms to post-primary education structures, with the ending of academic selection and the introduction of a new Entitlement Framework;
  - the developing economic agenda;
  - providing for Special Educational Needs (SEN) and Inclusion;
  - the statutory duty placed on DE to encourage and facilitate Irish-medium education (IME) and integrated education;
  - educational re-organisation;
  - dealing with the social issues facing young people and disaffection from education which, among other things, will require close working of all those involved in the wider Children's Agenda; and
  - overall enrolments falling (however, latest population projections indicate that overall numbers will start to rise from 2012/13).
- 2.2 DE's vision is "to ensure that every learner fulfils his or her full potential at each stage of development". Improving quality, promoting equality and tackling underachievement are central to its overall strategy and at the heart of all of the changes and challenges facing the school system. DE's revised policy on school improvement will emphasise the school's accountability for



this and the central role of teachers in helping every young person to reach his or her full potential. DE is also reviewing the complementary literacy and numeracy strategy and the provision for SEN and Inclusion.

- 2.3 Furthermore, it is recognised that leadership and leadership development are critically important factors in educating our young people. School leaders are no longer expected to be merely good managers. Effective school leadership is viewed increasingly as key to large-scale education reform and to improved educational outcomes. Indeed, recognition must be given to the strategic significance of Principals at the interface between educational policy and implementation. It is accepted in all sectors, however, that the Principal cannot single-handedly lead and manage in the increasingly complex and changing nature of a school's provision and practice. A common view has emerged that school leadership, if it is to have a real impact on teaching and learning, must extend beyond the Principal and the Senior Management Team, i.e. that leadership must be 'distributed'. In that context, leadership is now held to be a function of the work of any teacher (whatever his/her formal status in the school might be) where he/she has responsibility for the work of other teachers in any aspect of school improvement.
- 2.4 It is widely accepted that, in order to have the best chance of progressing into employment or higher education, young people need to gain a Level 2 qualification, i.e. 5+ GCSEs (or equivalent) at grades A\*- C. In this respect, around 68% of pupils reached this level of attainment in 2007/08. Although standards are undoubtedly improving, there remains a wide variation in the achievements of organisations and learners. Based on the latest available figures, at the end of Key Stage (KS) 2, nearly a fifth of children do not reach level 4 in English and are likely to experience difficulties in making good progress at their post-primary schools. After 12 years of compulsory schooling, around one-third of pupils in each annual cohort do not gain 5+ GCSEs (or equivalent) at grades A\*- C and just under a half are obtaining 5 good GCSEs including English and Maths. Furthermore, there is a wide variation between the position of pupils from disadvantaged backgrounds and the average. In 2007/08, only 40% of pupils with an entitlement to Free School Meals left school having achieved a minimum of 5 GCSEs A\* - C. If we are to meet the social and economic challenges of the future, young people's attainments need to improve further and faster.

- 2.5 The revised curriculum is being implemented from September 2007, with roll out to the various year groups extending over three years. It sees a move away from the more centrally driven curriculum model of the late 1980s to a less prescriptive one which will still have a central focus on literacy and numeracy but within which schools will have considerable choice of content within a broad, statutory framework. In particular, the changes hand back to teachers, as educational professionals, the flexibility to tailor what they teach in the way they see fit to raise standards in literacy and numeracy and meet the wider needs of their pupils and the expectations of the school leadership. There is therefore a need to ensure that teacher educators, during all early phases of teacher education, provide the foundations for teachers to be competent and reflective practitioners and for teachers throughout their careers to identify their professional development needs and to engage in lifelong learning.
- 2.6 It is important that schools play their part in helping to meet the challenges of operating in a global economy. They must ensure that young people are equipped with the essential skills of literacy and numeracy and, increasingly, ICT, as well as the employability skills of team working, improving their own learning and problem solving and flexibility. It is believed increasingly that there is too much emphasis, within the school system, on the academic pathway and too little on professional/technical opportunities. The revised curriculum, being implemented between 2007 and 2010, seeks to address these issues. It emphasises skills development, introduces a specific area of the curriculum relating to employability and, for 14-19 year olds, introduces an Entitlement Framework which will ensure that all young people are offered a curriculum which includes professional/technical provision. Schools are currently adjusting their curriculum to meet the statutory requirements and, in consequence, teacher education provision will need to accommodate these changes.
- 2.7 The last 11+ Transfer Test took place in 2008. The obligation to deliver the Entitlement Framework and the need to raise standards present us with further challenges and opportunities to initiate a much needed programme of fundamental educational change, so as to meet the needs of a modern day society. Following the last Transfer Test, the Minister of Education intends to move towards a system based upon children transferring to post-primary school at 11, based on non-academic criteria and making informed choices

on their educational pathway at 14, much in the same way as they do now when selecting GCSE subjects. Final Transfer 2010 Guidance was published on 25 June 2009 to these effects. Academic excellence will continue to be a key plank of post-primary education.

- 2.8 The changes in the school curriculum sit alongside the significant changes in further education (FE) and training being taken forward by DEL, including the revised strategy for and reorganisation of FE, the development of apprenticeships, the wider Training for Success Programme, and the paramount drive to improve the skills base. DE and DEL have also been involved in joint work to ensure coherence of approach at 14-19. This has included a fresh look at careers education, information, advice and guidance (CEIAG) and at the potential range of qualifications. The emerging strategy for provision for 14-19 year olds will require teacher education to adopt a wider view of the curriculum. The UU has reviewed the Postgraduate Certificate of Further and Higher Education to take account of developments in the 14-19 provision.
- 2.9 It is generally acknowledged that young people are facing considerable social pressures during their time in schools. These are related to changes in family structures and behaviours, to peer pressures, to the availability of drugs and alcohol, to a perceived loss of respect for authority and to the strains of living in a society emerging from conflict. Society has turned to the school system to help to address these social issues. At present, teachers are trained primarily as educators and, yet, are increasingly required to cope with barriers to learning which are not necessarily educational in nature (ref: Bamford Review of Mental Health and Learning Disability – one in five young people experience mental health difficulties before the age of 18). As a result of their circumstances, an increasing number of young people are disaffected with school and are in alternative education provision or not receiving any education.
- 2.10 It is estimated that some 25% of the pupil population has some form of short-term or long-term barrier to learning. There has been a significant increase in the number of pupils with SEN and, at the same time, significant numbers of pupils with SEN are enrolled in mainstream schools (currently, almost 70% of pupils with statements are in mainstream with some 61,000 on SEN registers). The challenge faced by teachers in dealing with this

increasing diversity of additional need within their classrooms is not separate to but is an important and integral aspect of teacher education. A critical factor for the HEIs is ensuring that beginning teachers have an awareness of differences. They should also have a practical understanding of how to adjust and tailor tasks to suit the ability of their pupils and, most importantly, focus on the progress and outcomes made by all pupils. DE has undertaken a Review of Special Educational Needs and Inclusion aimed at improving consistency of provision for children experiencing barriers to learning. The public consultation process on these proposals ended on 31 January 2010.

- 2.11 The Report of the Review of IME includes recommendations on leadership training, training teachers for Irish-medium settings, teachers' continuing professional development, and support for special educational needs and inclusion. A full copy of the Report can be found at [http://www.deni.gov.uk/index/85-about-the-dept/85-about\\_dept\\_consultations.htm](http://www.deni.gov.uk/index/85-about-the-dept/85-about_dept_consultations.htm). Within this review, it is clear that the provision of sufficient, well-trained teachers is an issue which needs to be addressed. The future of IME is inextricably bound up with the quality of teaching and learning through the medium of Irish and, therefore, with the quality of the IM teaching force.
- 2.12 The integrated education sector is growing and its needs in terms of teacher demand and professional development will need to be carefully considered. Similarly, there is an increasing awareness of the importance of early years interventions before compulsory schooling. There is a need for a qualified early years workforce that undertakes professional development throughout their careers. The current National Qualifications Framework (NQF) will be replaced by the Qualification and Credit Framework (QCF). This is a government initiative across England, Wales and NI. The QCF is a new flexible way of recognising and rewarding skills and qualifications and will present units and qualifications in a simpler way, leading to qualifications that are flexible and that meet the skills and knowledge needs of the workforce.
- 2.13 Schools will also have to adjust to the outworkings of the RPA which provides for a new simplified education structure, with fewer organisations and with many of the functions of currently funded education bodies, including the operational functions of DE, being absorbed into the proposed ESA. ESA will be established to support and plan for the school system. The

professional arm of ESA will have a significant role in the development of education, working within the strategy and policy determined by DE. Its main focus will be on school improvement and raising standards and this will bring it into contact with all schools, their governors, principals and teachers. As a consequence, ESA will play a central role within all stages of teacher education.

- 2.14 The most important determinant of demand for teachers is the number of pupils currently enrolled in schools and the projected number of pupils in future years. School Census data shows that, over the last 7 years, overall pupil numbers (including pupils in nursery schools/classes and in special schools) have fallen by 18,803 from 340,633 in 2003/04 to 321,830 in 2009/10. Latest projections based on the 2008 population projections indicate that overall numbers will continue to fall until the end of 2011/12 but will rise to 323,114 by 2015/16. It is a fact that, at present, NQTs are finding it increasingly difficult to find permanent teaching employment and, consequently, miss out on important training for the revised curriculum.
- 2.15 Having regard to the decline in overall pupil numbers over the past few years, the approved number of students admitted to teacher education courses has been reduced by 34 in 2005/06, by 60 in 2006/07, by 87 in 2007/2008 and by 56 in 2008/09. The approved annual teacher education intakes have therefore reduced by some 27% from 880 in 2004/05 to 643 in 2008/09 (these figures include both the 1-year PGCE and 4-year BEd courses). Overall intake levels for 2009/10 were held at 643. Future intakes will need to be carefully considered in the light of the changing education environment, including demography, 14-19 strategy, potential growth of the IME sector, SEN and Inclusion Review, and the need for increased focus in particular curriculum areas (for example in the areas of Science, Technology, Engineering and Mathematics (STEM)).
- 2.16 All of these changes will require response from providers of teacher education and the GTCNI. The system, as it operates at present, cannot effectively accommodate all these changes. There is therefore a need for change.

## PART 3

# Conclusions from the Review

3.1 A wide range of conclusions for teacher education emerged through the evidence considered during this review. These included conclusions on the following areas:

- the competence framework for teaching;
- the role and remit of ITE;
- teacher supply and teacher demand;
- induction and EPD; and
- CPD.

### Competence framework

3.2 The Teacher Education Partnership Handbook, produced in 1998, provided details of the 92 competences used for assessing the strengths and development needs of student and beginning teachers during the stages of ITE, Induction and EPD. The GTCNI was asked to examine and produce recommendations on the continued appropriateness of this model. It concluded that there was a need to:

- clarify and reduce the number of competences;
- ensure that the competences reflect curriculum developments, for example, recent developments in the areas of learning and learning preferences; and
- place more emphasis on developing students' and beginning teachers' critical and reflective practice.

- 3.3 The Council recommended that the existing teacher competences should be replaced by 27 new competences and that the framework should not only cover the competences required by students and beginning teachers but should also provide the foundation for an extended framework facilitating CPD allied to professional milestones. The Council finalised its work on the new competence framework and its document "Teaching: the Reflective Profession" was endorsed and launched by the Minister of Education, on 15 June 2007. A new competence framework is therefore already in place as an outcome from the review and work is ongoing to "mainstream" the new competences in all aspects of initial teacher education and professional development (both formal and informal).

### **Initial Teacher Education**

- 3.4 Evidence from the ETI indicates that the HEIs and the 5 ELBs' CASS have done much to strengthen their relationships with schools during ITE, Induction and EPD. However, the operation of these arrangements does not yet reflect a fully functioning partnership. ETI has pointed to a need to strengthen the partnership arrangements in the interests of the teachers and the development of their competences but, more importantly, their pupils. It also suggests that:
- collaboration, based on respective expertise, should be an essential element in the process;
  - there is a need to ensure that schools are a key partner in professional development at all stages;
  - the content/focus/methodologies of ITE courses should reflect and contribute more directly to DE's priorities and ETI's findings; and
  - regular communication and discussion of inspection findings should be systemised with the teacher educators and should inform course provision.
- 3.5 Therefore, the evidence suggests that there is a need to strengthen the partnership in early teacher education (ETE) with all partners working more closely with each other, and with the schools, at each stage to

secure continuity in approaches to pedagogy and the development of the competences. Furthermore, teacher education should be informed more directly by the outcomes of inspection, the needs of teachers as identified through the PRSD scheme, the school evaluation process (as articulated through the School Development Plan), the policy priorities of DE, and the professional registration environment provided by GTCNI.

- 3.6 Evidence further suggests that the Career Entry Profile (CEP) is not functioning effectively as a link between ITE and Induction, while the schools do not make consistent use of the Induction Portfolio and Summative Report to link Induction to EPD. Therefore, the CEP needs to form a more effective link between ITE and Induction and schools need to make greater use of Induction Portfolios to ensure continuity and progression in beginning teachers' development from Induction to EPD. It is considered that the existing arrangements will be improved by the use of the Teacher e-Portfolio (T-eP) which DE and its partners are currently developing and trialling. Not only would this provide a means by which a young teacher's ICT skills could be developed further but it would also provide a journal over time in which experiences in school and professional values and practice can be reflected upon in terms of the competences expected of the profession.
- 3.7 Academic validation and the academic rigour of ITE programmes are the responsibility of the Quality Assurance Agency (QAA) for higher education. DE grants approval of ITE courses on the basis of ETI recommendations regarding their fitness for purpose. ETI's recommendations are based on inspections and on the adherence to guidance set out in the DE's Circular 2010/03. The GTCNI will, in the future, accredit ITE courses and a pilot of the accreditation process is underway. This process will:
- ensure the professional appropriateness of programmes;
  - ensure compliance with statutory requirements/DE guidance;
  - provide objective information on a regular basis about the quality of programmes;
  - determine and advise on approval;



- inform policy; and
  - stimulate enhancement of the quality of provision.
- 3.8 The research capacity of the HEIs should be focused more sharply on pedagogy and improvement and thus be more influential in developing practice in the schools. Research also has a role to play in introducing new information and ideas to schools; encouraging teachers to engage more actively with new knowledge and approaches highlighted by research; and in how best teachers can be educated. In particular, there is a need for research and development into teaching methodologies that lead to effective learning and improved educational outcomes and for ensuring that the findings from this work are reflected in all stages of teacher education. Research priorities need to be developed and taken forward in a comprehensive and coherent manner and DE needs to form a closer relationship with the producers of research.
- 3.9 The evidence also suggests that the potential of ICT is not currently being exploited sufficiently in the interests of teaching/learning and professional development. On a personal level, teachers/lecturers may have effective ICT skills but the use of ICT as a medium is not yet universal.

### **Supply and Demand issues**

- 3.10 Overall numbers of children in grant-aided schools have already declined by 18,803 from 340,633 in 2003/04 to 321,830 in 2009/10. This fall in demography has prompted a degree of rationalisation and also a re think about process and about the concept of a "sustainable school". Latest projections based on the 2008 population projections indicate that overall numbers will continue to fall until the end of 2011/12 but will rise to 323,114 by 2015/16. The review of IME suggests that the growth in the number of IME schools has raised a requirement for additional teachers capable of teaching through the medium of Irish. In addition, we are currently experiencing a reduction in the number of students undertaking STEM related courses in school, FE and HE and this reduction could impact on the number of young people applying to undertake initial teacher education in these areas. Careful consideration will have to be given to the level of intake numbers to initial teacher education in the coming years.

- 3.11 Overall teacher supply is not the only issue if workforce planning is to be considered. The gender composition of the teaching workforce has remained fairly static over the last few years and recent statistics indicate that females comprise 75.46% of teachers registered with GTCNI. England, Scotland, Wales and the south of Ireland also have a heavy preponderance of female teachers. Teaching has traditionally been perceived as being more suited to women, particularly the teaching of young children, and these perceptions are slow to change. The gender imbalance is therefore more marked in the primary and nursery sectors. The impact of the enhanced focus on child protection and, in particular, the new Vetting and Barring Scheme's powers to bar unsuitable persons from working with children will need to be monitored in terms of the number of males seeking admission to the profession.
- 3.12 The selection of students for entry to ITE courses is based entirely on academic merit and interview and admissions tutors cannot discriminate positively in favour of male applicants as some commentators would assert. There is no shortage of male applicants according to the figures but, in line with the general trend, males do not perform as well in their A levels and there is considerable competition for places on ITE courses. The average tariff score<sup>1</sup> in the two teacher education colleges from 2005/06 – 2008/09, based on A-level results, shows an overall points difference of 22, 31, 26 and 29 respectively in favour of female new entrants. The university colleges are acutely aware of the low number of males choosing teaching, especially primary teaching, as a career and have taken steps to attempt to redress the position. They have, for example, taken steps to ensure that males are well represented in publicity materials both web and print. Careers talks and presentations have been targeted towards all-male schools and male groups in mixed schools and these are delivered by younger male staff. The Colleges have also met with careers teachers and senior staff to highlight the need to encourage males to apply. They have also reviewed their recruitment material to take account of the recommendations of the Equal Opportunities Commission report "Primary Concerns – Gender Factors in Choosing Primary School Teaching", published in 1998.

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<sup>1</sup> The A-level tariff points allocation is: A = 120; B = 100; C = 80; D = 60; and E = 40.

- 3.13 In addition, the three providers of primary ITE courses – Stranmillis, St Mary's and the UU – include a statement about under-representation of males within their Access Agreements. Furthermore, GTCNI has an important role to play in promoting teaching as a career and encouraging equality of opportunity throughout the profession.

### **Induction and Early Professional Development**

- 3.14 The "Chief Inspector's Report" 2002-2004 drew attention to the significant numbers of beginning teachers on short-term contracts, working part-time as substitute teachers, or not in employment. This situation has not improved. As a result, a proportion of beginning teachers who do not have stable employment during their Induction year have a fragmentary experience of professional development and have difficulty developing and demonstrating their growing competence. There are considerable variations in the amount of time that beginning teachers have available for professional development during Induction. In recognition of this, the DE has issued circulars exhorting employers to give preference to newly qualified teachers (and experienced non-retired teachers) who are seeking employment and has also advised employers that retired teachers should only be re-employed to provide short-term cover where newly qualified teachers are unavailable. Schools have also been advised that they should recruit to vacancies on a permanent rather than a temporary basis unless a vacancy is clearly of a temporary nature. In regard to EPD, some beginning teachers see the current process as unhelpful to their development as reflective teachers. Beginning teachers need to be helped to consider ETE as a structured programme to help them develop as skilled, reflective teachers.
- 3.15 Scotland, in addressing teacher pay and workforce issues, including Induction and CPD, adopted a number of recommendations arising from the McCrone Report. The recommendations in this Report were wide-ranging and covered not only the provision of a guaranteed induction year for every teaching student graduating from a Scottish University but also many other issues including: new career structures; new working conditions; and new pay structures.
- 3.16 The introduction of a guaranteed induction/probation year is considered to be a good scheme by Scotland but the affordability issue was and always will

be a challenge. Of the 2006/07 school year cohort of probationers, 88% were in teaching in the 2007/08 school year, albeit not necessarily in full-time permanent posts. Moreover, there are emerging signs of displacement and some evidence that it is now more difficult for teachers who qualified 2-3 years previously to secure teaching posts.

- 3.17 Any decision to introduce a guaranteed induction year for students graduating from our HEIs would need to take into account a range of factors: the strategic direction of our education service and the many current and future challenges facing it, including demography; teacher supply and demand; and the cost of introduction.
- 3.18 The potential costs of introducing a guaranteed year similar to the one introduced in Scotland following the McCrone Report are substantial. For example, a guarantee to students graduating after June 2009 could cost over £12 million in the first year and over £20 million in subsequent years. To introduce a guaranteed induction year would require resources to be redeployed from existing frontline services. Nevertheless, DE will use the Scottish experience and any other relevant data to evaluate carefully the value and consequences of introducing a guaranteed induction year here.

### Continuing Professional Development

- 3.19 In terms of CPD, consideration of the administrative and funding arrangements suggest that:
- there is, in some aspects, a lack of uniformity in and equality of access to CPD provision;
  - there are concerns within the profession that the present arrangements do not allow for stability of funding with a consequent impact on planning and delivery; and
  - the use of ear-marked funding arrangements can reduce flexibility, responsiveness and discretion.

- 3.20 CPD is also usually seen as a reactive (in that it is often triggered by systemic issues such as curriculum reviews or central initiatives) or an episodic activity (in that teachers often engage in the process sporadically). There is:
- no agreed definition of what constitutes CPD;
  - no single co-ordinating body affording CPD providers, policy makers and representatives of the profession an opportunity to map provision against an agreed framework and agreed approaches and interfaces;
  - little opportunity for all teachers to avail of individualised CPD;
  - difficulty for the majority of teachers to have professional learning recognised;
  - no structured, co-ordinated or systematic approach to the recording of professional development; and
  - little opportunity for teachers to work across phases in the further education sector.

### **School Leadership**

- 3.21 In addition to the points above, there needs to be clear professional development pathways into leadership. In schools where leadership is being 'distributed', those teachers who are willing to take on leadership roles need to be given the necessary knowledge, skills and opportunities to be effective. Participation in the Organisation for Economic Co-operation and Development (OECD) project provided an opportunity to compare local approaches to those in other participating countries. The report "Improving School Leadership Volume 1: "Policy and Practice" (see [www.sourceoecd.org/education/9789264044678](http://www.sourceoecd.org/education/9789264044678) for details of how to obtain a copy) has identified the need to develop skills for effective school leadership as one of the four main policy levers which can improve school leadership. Building on the good work already undertaken by RTU, new opportunities exist, through the setting up of ESA, for strategic long-term planning for the continued improvement of school leadership so that we can

be confident that the needs and contributions of leaders at different stages (emergent, aspirant, new and serving) can each be optimised.

### Summary of findings

3.22 The evidence accrued during this review has therefore raised a number of important matters and points to the need to:

- define a clear vision and set of aims embracing all aspects of teacher education, including school leadership;
- ensure that the provision and delivery of teacher education focuses on what best meets the needs of schools (individually and collectively) and on what teachers (individually and collectively) need in order to help every young person to reach his or her full potential;
- increase the focus on pedagogy and give greater consideration, in particular, to the areas of literacy and numeracy, SEN and other barriers to learning;
- link provision more closely to DE's policy priorities, ETI's inspection findings and the outcomes of research;
- improve collaboration, partnership and coherence throughout the process;
- improve the delivery of school leadership training, taking into account the conclusions from the OECD School Leadership project;
- improve the delivery of Induction and EPD;
- consider the structure and delivery of CPD, including exploration of a "mixed economy" model which allows for individualised work; school-based work; and systemic response to new needs;
- enhance the use of ICT in the teacher education process; and
- deal more effectively with teacher workforce planning issues, including the needs of the IME sector.

## SECTION 2

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### Future Direction and Conclusion

## PART 4

# Future Direction for Teacher Education

4.1 Part 3 sets out the main conclusions of the review and the areas where improvement is considered necessary. This part sets out a vision, aim and future direction for Teacher Education that reflect the key priority of the education sector – to educate and develop children and young people to the highest possible standards.

4.2 The vision for Teacher Education is:

to sustain a high quality teaching workforce with the knowledge, skills, attributes and values necessary to enable young people to develop to their full potential;

and the key aim is:

to support schools and teachers effectively as they seek to make a real and sustained contribution to school improvement and to raise achievement and tackle underachievement, through the provision of high quality, coherent, relevant and collaborative teacher education during all phases of a teacher's career.

4.3 Following the reform of education administration structures, there will be a simplified education support structure. ESA will be established to support and plan for the school system. DE and DEL will provide strategic direction for the education system; develop policy in their respective areas; and will work together to ensure curricular breadth, balance and coherence for



young people in the 14-19 age range. The Chief Executive of ESA will be accountable to DE. While DE will work closely with all the various parts of the education system, including ESA and the Education Advisory Forum (see Glossary for remit), schools will remain the key players in the delivery of a quality education service. The teachers, as well-qualified professionals, will have the freedom to develop the school curriculum within a broad statutory framework which will have literacy and numeracy at its core and, in relation to provision for 14-19 year olds, will be encouraged to work collaboratively with colleagues in other schools and those in colleges of further and higher education. All of those involved in the delivery of education will be required to: raise standards, particularly in literacy and numeracy; respond to the diversity of need; and tackle educational disadvantage, especially in those areas where it is concentrated.

- 4.4 It will be the responsibility of DE to:
- a. provide strategic vision and policy direction in relation to all aspects of teacher education, working collaboratively with DEL on joint issues;
  - b. continue, in the interim, to collate management information in relation to teacher demand, including through the operation of the Teacher Demand Statistical Model (TDSM);
  - c. make the final determination on the number of new entrants to ITE each year, after discussing the financial implications, as appropriate, with DEL (see Appendix 2 for further information on the process for determining intakes to ITE);
  - d. approve ESA's planned activities in relation to procuring or securing appropriate teacher education as part of ESA's annual operating plan approval process;
  - e. plan for the future provision of teacher education, in conjunction as appropriate with DEL; and
  - f. secure resources for Induction, EPD and CPD.

- 4.5 It will be the responsibility of DEL to:
- a. subject to the availability of funding, fund the HEIs in line with the teacher intake numbers agreed with DE, as advised by ESA; and
  - b. plan for the future provision of initial teacher education in conjunction, as appropriate, with DE.
- 4.6 ETI will:
- a. monitor, inspect and report on the standards of professional practice and development at all phases of teacher education;
  - b. provide advice, as agreed through the ETI annual business planning process, on particular elements of teacher education provision;
  - c. review the programmes of ITE;
  - d. evaluate Induction, EPD and CPD; and
  - e. be a partner in the process of approval and quality assurance of this provision.
- 4.7 Given the changes in structure and responsibility which are being planned, the proposed model for teacher education emerging from the review is based on the central role of ESA. ESA will be responsible for improving the quality of education and for supporting schools and teachers as the main deliverers of educational standards. It is intended that the support mechanisms needed by them will be provided or secured by ESA in a coherent, consistent and cost-effective manner. Therefore, in light of ESA's proposed overall responsibilities and, in particular, its role in providing support to all teachers and all grant-aided schools, it is appropriate that ESA should have the central operational role in co-ordinating the provision of teacher education in all phases from ITE through CPD to preparation for leadership.

Where the establishment of ESA is delayed, the current organisations with responsibility for supporting schools and teachers will be responsible for taking forward, as appropriate, the roles and responsibilities attributable to ESA.

- 4.8 ESA will:
- a. ensure that the provision and delivery of teacher education focuses on what best meets the needs of schools (individually and collectively) and on what teachers (individually and collectively) need in order to help every young person to reach his or her full potential;
  - b. ensure that the whole teacher education process reflects DE policy, including in relation to the promotion of equality of opportunity; the essential skills of literacy, numeracy and ICT; and the requirements of children and young people with special educational needs and other additional needs;
  - c. ensure that the whole teacher education process, within the parameters of DE policy reflects the professional competences as defined by GTCNI as set out in their publication "Teaching: The Reflective Profession";
  - d. identify the need for new ITE courses and, in conjunction with key ITE stakeholders, contribute to the development of the proposed ITE courses; this will include the submission of the new courses to GTCNI for accreditation and, if necessary, the drawing up of appropriate business cases for approval by DE and/or DEL;
  - e. ensure that teacher education equips teachers to recognise and to involve other professionals to address the societal pressures and barriers to learning experienced by a high percentage of pupils;
  - f. provide detailed advice to DE, on an annual basis, on the number of new teachers required; this should reflect the specific needs of individual sectors and highlight any identified shortages in particular curriculum areas;
  - g. assist the HEIs in their planning of placements of all student teachers during their ITE and, in doing so, ensure that placement schools fully support student teachers in line with guidance and policy direction;

- h. take the lead in ensuring the effective co-ordination and integration of ETE (ITE, Induction and EPD) in order to support the high quality professional development of student and beginning teachers (this will require a support system involving schools and the HEIs);
- i. provide advice to DE on the means of academic accreditation of teachers' work during Induction and EPD;
- j. subject to DE approval, implement the new arrangements for accrediting teachers' work during Induction and EPD;
- k. ensure that Induction, EPD and CPD (including leadership and management skills) programmes of the highest quality are delivered in a coherent, consistent and cost-effective manner and are aligned with the strategic and policy objectives of the two Departments and take account of evidence of need identified by ETI and schools;
- l. identify and disseminate examples of good, effective teaching demonstrated by excellent teachers through INSET, masterclass, mentoring/coaching programmes, and via use of ICT;
- m. together with the HEIs, ETI, GTCNI and with input from schools, provide advice to DE on the development of a framework for the CPD of teachers, which should include a process of progression to middle and senior management training (this should be academically accredited as far as possible);
- n. subject to DE approval, implement a new framework for CPD, including a framework for school leadership development;
- o. in securing CPD, explore the use of a mixed economy model which allows for both individual and school-focused development and is responsive to new and emerging needs;
- p. explore the role of the HEIs in providing for the professional development needs of teachers, where possible through academically accredited provision, as secured, where appropriate, under formal tendering procedures and delivery agreements set by ESA;

- q. develop and oversee the implementation of relevant, coherent, high quality and cost-effective on-line professional development training programmes and T-ePs to support teachers within and across all phases of their career (including at student teacher stage);
  - r. ensure that key teacher education findings arising from Inspection are taken on board, and are reflected in a timely and effective manner in the programmes of teacher education;
  - s. provide advice to DE on a range of teacher education issues, including:
    - i. mechanisms which would ensure greater sharing of experience across sectors;
    - ii. ways by which teachers not in full-time permanent posts could access Induction and EPD; and
    - iii. the potential need for alternative, part-time routes towards becoming a qualified teacher and the mechanisms by which this could be achieved; and
  - t. include in its annual report to DE, details of how it has met DE's objectives and targets for teacher education.
- 4.9 ESA will establish an appropriate committee (for the purposes of this paper, referred to as the Teacher Education Committee), representative of all teacher education partners (HEIs, schools, GTCNI, teacher unions and the business community), as a forum to facilitate the development, implementation and maintenance of the above arrangements. The Teacher Education Committee will enable all teacher education partners to work together and to make recommendations on the direction of teacher education at all stages. The Teacher Education Committee will be chaired by ESA which will draw up its terms of reference, and the ETI will act as assessors.
- 4.10 Drawing on the work of the Teacher Education Committee, ESA will work with schools to:
- a. facilitate the effective delivery of a coherent process of ETE;

- b. review and redesign the Induction and EPD processes including the identification of criteria for the completion of the stages of Induction and EPD and the drawing up of procedures for the assessment of these stages; and
  - c. determine and review periodically the self-evaluation and quality assurance arrangements which ensure that ETE and CPD are of the appropriate standard to meet the needs of the system (these arrangements will be based on the ETI inspection framework and the GTCNI derived competences).
- 4.11 ESA will seek to ensure that maximum use is made of on-line processes in all phases of teacher education including the use of Te-Ps. It will also explore the potential of ICT to open up new opportunities for teaching and learning, in promoting literacy and numeracy and in creating wider learning communities in teacher education in the context of the current review of the ICT strategy.
- 4.12 GTCNI, as the professional body for teachers, will:
- a. regulate the teaching profession and register eligible persons to teach here, including approving qualifications leading to registration;
  - b. regulate the profession against the benchmarks of competences, values and practice;
  - c. through the provision of advice to DE and ESA, seek to ensure that teaching, as a profession, is appropriately supported. This will include the provision of advice on: the training, career development and performance management of teachers; standards of teaching; and standards of conduct for teachers, which will underpin all professional activities;
  - d. in conjunction with the Teacher Education Committee, periodically lead the review of the teaching competences set out in their publication "Teaching: The Reflective Profession" to ensure that they remain fit for purpose;

- e. as the body responsible (from 11 June 2007) for the approval of teacher qualifications, in relation to the programmes of ITE, be the lead partner in the process of accreditation of this provision; and
- f. track and record the progress of student and beginning teachers as they complete ITE, Induction and EPD.

4.13 HEIs will:

- a. plan their provision by reference to the role which ITE plays in the social and economic development of society here;
- b. ensure that ITE programmes reflect the professional competences as currently defined by GTCNI;
- c. ensure that ITE programmes reflect DE policy, particularly in relation to the essential skills of literacy, numeracy and ICT, and the requirements of children and young people with special educational needs and other additional needs, including those in Irish-medium settings;
- d. plan the placements of students in schools in the ITE phase in co-operation with ESA and the schools;
- e. work in partnership with ESA, schools and teachers during the three phases of early teacher education;
- f. seek to maximise the opportunities for the shared education of students between and across all teacher education institutions;
- g. explore effective ways of educating prospective teachers with other professionals within the higher education setting;
- h. ensure that their professional staff participate regularly in appropriate professional development activities;
- i. ensure that those involved in supporting student/beginning teachers throughout early teacher education should themselves engage in recent and relevant school-based work;

- j. provide for the professional development needs of teachers, where possible through academically accredited provision, as secured, where appropriate, under formal tendering procedures and delivery agreements set by ESA; and
- k. ensure that all the key findings from inspection and policy developments from DE are taken on board and reflected in a timely and effective manner in their programmes of teacher education.

4.14 School governors and their senior leadership teams will:

- a. use the revised teaching competences as the basis for bringing continuity to teachers' career-long professional development;
- b. be responsible for the identification and monitoring of the professional needs of their staff through the PRSD scheme and the alignment of professional development to the school's own development plans, particularly in the context of the new school improvement policy, the revised literacy and numeracy strategy, and SEN;
- c. provide effective support for student teachers during their periods of school experience;
- d. be responsible for the Induction and EPD of NQTs employed by them, and work collaboratively with all teacher education providers involved in these stages of a teacher's career; this will include:
  - i. regularly reviewing their in school arrangements to ensure that Teacher-Tutors have sufficient time to organise and co-ordinate support in line with advice given in the Teacher Education Partnership Handbook;
  - ii. ensuring that the status of their Teacher-Tutors is commensurate with their responsibilities;
  - iii. ensuring that the professional development needs of their Teacher-Tutors are met;



- iv. monitoring the programmes of support for their student/ beginning teachers;
  - e. ensure that they regularly review the teaching competence of their staff, including taking immediate remedial action in relation to the training needs of an individual teacher whose competence is found to be less than satisfactory;
  - f. ensure that immediate action is taken in relation to professional development issues identified by ETI during inspection; and
  - g. provide information to ESA on an annual basis on their teacher education needs.
- 4.15 Teacher Tutors will:
- a. seek to fulfil the expectations set out for them in the Teacher Education Partnership Handbook.
- 4.16 Teachers will:
- a. in keeping with the commitment enshrined within the GTCNI's Code of Values and Professional Practice, take ownership of their own professional development and develop their competences in line with the revised competence framework;
  - b. actively seek to identify their personal and professional training and development needs through the PRSD Scheme in the context of the School Development Plan; and
  - c. record their CPD activities via the career-long and career-wide on-line Professional Development Portfolio (known as the Teacher e-Portfolio (Te-P)) when it is fully developed.

## PART 5

### Other Issues

- 5.1 One of the overarching issues for teacher education is teacher workforce supply and demand. Audit Office scrutiny and Public Accounts Committee examination of the issues surrounding supply of and demand for teachers have always centred on value for money and balance of supply, in keeping with resources provided in the block allocations for Government Departments here
- 5.2 Overall numbers of children in grant-aided schools have already declined by 18,803 from 340,633 in 2003/04 to 321,830 in 2009/10. This fall in demography has prompted a degree of rationalisation and also a re think about process and about the concept of a "sustainable school". Latest projections based on the 2008 population projections indicate that overall numbers will continue to fall until the end of 2011/12 but will rise to 323,114 by 2015/16.
- 5.3 The DE currently takes account of a range of quantitative data in determining the future supply of teachers in order to meet the changing needs of the education sector. The Teacher Vacancy surveys undertaken in 2006, 2007 and 2008 have demonstrated that there is a sufficient supply of teachers, with no significant shortages in post-primary subject areas. There is also an increasing supply of teachers registered and available on the NI Substitute Teachers' Register (NISTR). The broad indication is that there is an oversupply of teachers in the system. This has resulted in a continuous fall in the number of teachers qualifying from the HEIs here gaining full-time employment as teaching professionals in our grant-aided schools. There is a need to provide opportunities for young people with the right set of skills and talents and a genuine interest in pursuing an education degree (as exist for young people with interests in other areas) but this needs to be coupled with clear and honest careers' advice about factors such as teacher unemployment and teacher career prospects.

- 5.4 A scrutiny of the current age profile of the teacher workforce demonstrates that retirements (for whatever reason) are not likely to affect teacher demand for the foreseeable future. Another factor to be considered in the determination of future teacher supply is reform of the funding arrangements under which teachers are compensated for premature retirement<sup>2</sup>. Since April 2008, employing authorities have had to cover the cost of any additional service credit ("added years") awarded and the minimum retirement age will be increased to 55 with effect from April 2010. Subject to an Equality Impact Assessment, DE proposes to make teachers' employers liable in future for all the compensation costs associated with decisions to grant premature retirement, including the early release of unreduced pension benefits. Based on experience in Scotland and in England and Wales, where these arrangements have been in place since the mid-1990s, a significant reduction in the number of premature retirements may be anticipated in the short to medium term. This may in turn affect the employment prospects of newly qualified teachers.
- 5.5 In determining intakes to ITE courses there is, however, a need to look to the future and, particularly, the impact on the teaching profession of the education reforms planned and underway. We need a strong STEM educated workforce if we are to sustain growth in the economy here and, therefore, there is a need to ensure that there is an adequate number of suitably qualified teachers in these areas. A key element in developing a successful and growing economy is to ensure that the worlds of business and education are themselves connected. The strategy for Careers Education, Information, Advice and Guidance (CEIAG) – "Preparing for Success" – highlights the importance of training, CPD and work-related learning for all CEIAG staff and will ensure that the link between teachers and business will be developed. DE has, since 2004/05, set targets for the overall number of students undertaking PGCE courses in the areas of Science, Technology and Mathematics and has also approved two new post primary pathways, mathematics and science, in the post-primary options offered on the BEd courses at St Mary's and Stranmillis with effect from 2006/07. The

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<sup>2</sup> *Teachers may be retired prematurely on grounds of redundancy or in the interests of the efficient discharge of the employer's function. There are separate arrangements for early retirement on health grounds.*

recommendations flowing from the review of STEM will be taken into account not only in determining the future intakes to ITE but in planning and providing for the professional development of all STEM teachers.

- 5.6 The demand for IME is growing and difficulties have been reported in filling teaching posts, particularly in the post-primary sector and in the provision of substitute teachers. A new IME post-primary PGCE course was introduced in 2007/08 and the overall approved PGCE IME intakes to ITE for the 2009/10 academic year is 28 (20 primary places and 8 post-primary places). In addition, for the 2009/10 academic year, the Minister for Education approved an additional 10 BEd places for the primary BEd IME route and it is expected that the overall entrants for this course will be around 20. The recommendations flowing from the review of IME will also need to be taken into account in determining the future intakes to ITE and in planning and providing for the professional development of all IME teachers.
- 5.7 Intakes to ITE must be based on the needs of pupils and local schools but also must take account of the important role that education has in shaping our future society and the responsibility of the education service to the business community and in supporting economic development. DE, through its annual process of determining intakes to ITE, will seek to ensure that the numbers joining approved ITE courses reflect the needs of our school system, both in the short and the longer term and thus represent value for money. Appendix 2 provides further information on the process for determining intakes to ITE, including details of the key drivers and factors which need to be considered and, where appropriate, taken into account. In particular, the annual process will need to take account of current and future DE policy objectives and of the wider economic needs here, including those flowing from the current reviews of Literacy and Numeracy, SEN and Inclusion; STEM and the IME Review. DE will also take forward improvements in the management information used, particularly in relation to the employment patterns of newly qualified teachers.
- 5.8 DEL, for its part, has been assisting the two University colleges by providing them with student places for a range of diversified courses. It is important, however, that the main business of the colleges continues to relate to the provision of teacher education.

- 5.9 The need to ensure that we have in place a system that supports an overall viable and vibrant ITE sector that meets the needs of our pluralist education system is vital. The level of ITE provision will require careful consideration. DE and DEL will carefully consider these issues and report, as necessary, to Ministers.
- 5.10 School Leadership is a priority in education policy agendas internationally. It plays a key role in improving school outcomes by influencing the motivation and capacity of teachers, as well as the school climate and environment. Effective school leadership is essential to improve efficiency and equity of schooling. The professional development arrangements of school leaders should be reviewed, taking into account the conclusions from the OECD School Leadership project and other issues such as the impact of Area Based Planning.
- 5.11 The gender composition of the teaching workforce has remained fairly static over the last few years, as recent statistics indicate, with females currently comprising 75.46% of the teachers registered with GTCNI. Under current equality legislation, positive discrimination in favour of male applicants would be inappropriate. Therefore, HEIs will continue to base their selection for entry to ITE courses entirely on academic merit and the interview process. However, HEIs will continue to actively encourage males, through careers talks and publicity materials, to apply for entry to ITE courses. The GTCNI, as the voice of the teaching profession, will also be encouraged to consider this issue in the context of promoting teaching as a career and encouraging equality of opportunity throughout the profession. DEL's Careers Service will also continue to play its role in challenging gender stereotypes when providing advice to pupils, as part of its general careers guidance. DE and DEL's CEIAG Strategy "Preparing for Success" has been developed to promote social inclusion, challenge stereotypes and promote equality of opportunity by raising the aspirations of all learners and supporting them in accessing career opportunities that they may not otherwise have considered.
- 5.12 It must be borne in mind, however, that despite the higher number of female teachers, proportionally more males are employed in the posts of principal and vice-principal. However, it is encouraging to note that significant numbers of female teachers are participating in the Professional Qualification for Headship (PQHNI) which is designed to prepare teachers for

the post of principal. Of the 204 teachers who graduated through the PQHNI programme in February 2010, 136 (67%) were female. Of all the graduates to date from both the PQHNI and PQSH (Professional Qualification for Serving Heads) programmes, 852 (61%) are female and 549 are male.

- 5.13 In order that more extensive and better targeted research is developed and taken forward in a comprehensive and coherent manner, there will be regular dialogue involving DE, ESA, ETI, HEIs and GTCNI on research priorities which will inform future teacher education policy. This dialogue will be facilitated by the Research Forum which DE is currently establishing.
- 5.14 DE will continue to take forward the development of the Te-P in conjunction with its partners and to engage in joint-working to build a model to support career progression and mobility for teachers. To that end, DE has funded jointly a Project Working Group, comprised of representatives from the HEIs, RTU, GTCNI and the ELBs to develop a common specification for the underpinning e-portfolio. It is intended that the Te-P will be a career-long and career-wide e-portfolio for student, beginning teachers and serving teachers, including aspirant and emerging head teachers. The contents will belong to the individual and will:
- provide the means by which they can record and reflect on what has been learned in the course of their career;
  - allow them to demonstrate mastery of relevant skills and competences; and
  - facilitate the identification of their own professional development needs.

## PART 6

# Conclusion

- 6.1 Teacher education is central to the pursuit of higher standards and to the developing economic and social agenda. This lengthy review has indicated that the current system of teacher education taken as a whole requires change to make it fit for purpose in a climate of change. The proposals set out in this document are designed to:
- ensure that the provision and delivery of teacher education focuses on what best meets the needs of schools (individually and collectively) and on what teachers (individually and collectively) need in order to help every young person to reach his or her full potential;
  - provide ESA with a key leadership role in teacher education;
  - ensure that all teacher education is delivered in line with the competences and values set out by GTCNI;
  - improve partnership and collaboration across the whole teacher education process through ESA's Teacher Education Committee;
  - provide clarity around the responsibilities for different aspects of teacher education;
  - focus provision in teacher education at all stages more closely on best practice pedagogies, including the particular challenges of children and young people with special educational needs/barriers to learning and the requirements of the Literacy and Numeracy Strategy;
  - ETI findings; and other government priorities;
  - prepare student and beginning teachers fully for the significant challenges of teaching;

- provide for improvements in the professional development of school leaders; and
- provide a framework for the development of a realistic and better value for money teacher workforce planning model.

6.2 In summary, there is a need to ensure that we have in place a system of teacher education that supports schools and teachers effectively as they seek to make a real and sustained contribution to school improvement and to raise achievement and tackle underachievement, through the provision of high quality, coherent, relevant and collaborative teacher education during all phases of a teacher's career. This will include the need for an overall viable and vibrant ITE sector that meets the needs of our (pluralist) education system.

6.3 Providers of teacher education face significant challenges in dealing with the current set of reforms impacting on education as well as on the implications of falling enrolments in schools. This paper provides proposals on how the system will deal with these challenges in the coming years and sets out the respective roles of the various players. Having participated fully in the review, the teacher education partners will be expected to work closely with DE, DEL and ESA in the implementation of the necessary changes.



## APPENDIX 1

# Studies Undertaken As Part of the Review

As part of the review, the following programmes of work were undertaken:

- An examination of the impact of the changes on teacher education of the revised statutory curriculum in primary and post-primary education. This study, entitled "The Impact of Statutory Curriculum and Assessment Change from September 2006 on Teacher Education and Training in NI", conducted by CCEA, was completed in April 2005;
- A review of the current 'teacher competence-based partnership model' of ETE, and the balance of time spent between HEIs and school-based work by student teachers undertaking both the one year PGCE and the four year BEd course. This review was undertaken by the GTCNI – see below;
- A review of CPD. This review was also carried out by the GTCNI. Both the review of CPD and of the current competence-based partnership model (see above) were completed in March 2005 and are covered in the document entitled "GTCNI Reviews of Teacher Competences and Continuing Professional Development";
- During the 2002/03 and 2003/04 academic years, ETI carried out a survey to evaluate the quality and effectiveness of the Induction and EPD of beginning teachers. The report of the survey, published in May 2005, is entitled "The Induction and Early Professional Development of Beginning Teachers";
- A study of the use made of the initial teacher education estate, the cost of training new teachers, and the effects of the diversification of courses (i.e. the provision of first degree courses other than teaching in the University Colleges) on ITE. This study, entitled "Aspects of Initial

Teacher Education in Northern Ireland", conducted by David Taylor and Rod Usher, was completed in November 2004;

- Douglas Osler, a former Chief Inspector of Schools in Scotland, was commissioned by the two Departments to consider the aims, objectives and policies on which the current model of teacher education (ITE, Induction, EPD and CPD) here is based and to offer an opinion on how well current provision meets needs, identifying gaps as necessary. In taking forward this work, he considered all of the above reports and also the ICT strategy for the education service here which was published in December 2003 and is entitled "emPowering Schools". His report, entitled "Policy Review on Teacher Education in Northern Ireland" was completed in June 2004.

Information on how to access copies of the above documents is set out below.

The report "*Aspects of Initial Teacher Education in Northern Ireland*" by David Taylor and Rod Usher may be accessed on the following DEL website:

<http://www.delni.gov.uk/index/publications/pubs-higher-education/study-teacher-education-ni.htm>

The documents detailed below:

- The Impact of Statutory Curriculum and Assessment Change from September 2006 on Teacher Education and Training in Northern Ireland - CCEA, April 2005;
- GTCNI Reviews of Teacher Competences and Continuing Professional Development – GTCNI, March 2005;
- The Induction and Early Professional Development of Beginning Teachers – ETI, May 2005;
- Policy Review on Teacher Education in Northern Ireland – Douglas Osler, June 2005; and

- emPowering Schools - Education Technology Strategy Management Group for the DE, December 2003

may be accessed on the following DE website:

[http://www.deni.gov.uk/index/teachers\\_pg/4-teachers-teachereducationreview\\_pg.htm](http://www.deni.gov.uk/index/teachers_pg/4-teachers-teachereducationreview_pg.htm)

In addition, the following GTCNI documents:

- GTCNI's Code of Values and Professional Practice (published in September 2004 and referred to in its document entitled "GTCNI Reviews of Teacher Competences and Continuing Professional Development");
- Survey of Teachers 2006;
- "Teaching: the Reflective Profession"; and
- GTCNI Digest of Statistics 2008

may be accessed on the Council's website at:

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

## Determination of Intakes to Initial Teacher Education

### Legislative Basis

- 1.1 Article 67(1) of the Education and Libraries (NI) Order 1986 as amended requires DE to "make such arrangements as it considers expedient for the determination of the numbers of students to be admitted to the initial... training of teachers". (Funding of Initial Teacher Education (ITE) has been the responsibility of DEL since devolution).

### Policy Objective

- 1.2 In order to meet the above legislative requirement, the DE's policy objective is:

"To ensure that the numbers joining approved initial teacher education courses reflect the needs of our school system, both in the short and the longer term and thus represent value for money."

### Policy Drivers/Considerations

- 1.3 DE's policy position in determining ITE intakes will be informed not purely by short-term supply and demand issues but by four key factors, namely:
- the **overall forecast demand** for teachers based on available information, including pupil numbers; teacher employment; teacher migration; and teacher vacancies;
  - the **forecast need for teachers in specific priority or shortage areas**, again based on the above information and with a particular focus

on priority areas including, for example: STEM-related disciplines; Irish-medium; modern languages; and early years;

- the need to **maintain and develop the capacity for local ITE providers** to educate teachers in the future to meet the diverse needs of our pluralist school system; and
- the need to **provide opportunities for young people** with the right set of skills and talents and a genuine interest in pursuing an education degree (as exist for young people with interests in other areas), coupled with clear and honest careers advice about factors such as teacher unemployment and teacher career prospects, in order to ensure that talented individuals have the opportunity to follow an approved initial teacher education course.

1.4 The methodology for determining ITE intakes must be sufficiently flexible to take account of the following factors:

- the need to ensure that ITE provision attracts the brightest and best qualified entrants with the right blend of skills and a high level of attainment in literacy and numeracy as well as in core specialist or priority areas;
- the need to ensure that numbers of graduates completing ITE, when combined with those who have already graduated and those teachers returning from England, Scotland and Wales and elsewhere to teach here, are sufficient to ensure that schools in all sectors and phases have access to a pool of good quality graduates (with the right specialisms) from which to draw candidates to fill vacancies;
- the need to ensure that, throughout post-primary and particularly at KS4 and above, teachers are teaching largely or entirely within their specialisms, particularly in priority areas such as STEM subjects; English and Irish literacy; and modern languages;
- the impact of pupil numbers and of the supply of teachers in some areas (subject or geographical) on future needs;

- the potential impact of current and future policy changes;
- the sustainability of the overall ITE provision; and
- the interests and aspirations of young people seeking a career in teaching, informed by clear careers education, information, advice and guidance.

1.5 The process of determining intakes will be informed by all of the available statistical data, including the out-workings of the TDSM.





TEACHER EDUCATION IN A CLIMATE OF CHANGE  
*The Way Forward*

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