

THE McCRONE REPORT: SOME STAFFING IMPLICATIONS FOR INITIAL TEACHER EDUCATION IN SCOTTISH UNIVERSITIES

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SYNOPSIS

The McCrone recommendations will mean an increase of over 20% in teacher salaries between April 2001 and August 2003. Salary settlements in universities however look likely to continue the 3% per annum of recent years. This paper considers how the two scales will probably compare in August 2003. The figures suggest that it is unlikely that primary or secondary teachers who have achieved any promotion would be interested, at least on salary grounds, in a permanent move to work in an institute of higher education. Instead, the most likely teacher group from which permanent recruitment of practitioners will come is experienced but unpromoted staff. It is concluded that this need not have any negative implications for initial teacher education as professional preparation but that universities might have to do some PR work in schools in order to attract the right applicants.

INTRODUCTION

The Report of the Committee of Inquiry into Professional Conditions of Service for Teachers (the McCrone Report: Scottish Executive 2000) represented a wide-ranging review of the pay, promotion structures and conditions of service of Scotland's teachers. The recommendations made were relevant to many different aspects of the teaching profession and it is at the moment too early to pass judgment on how successful they will be or what effects they will have on the status and development of teachers and teaching. For at least one set of the recommendations however, the response of the government was swift and unequivocal. This was the Scottish Executive's undertaking to fund a series of increases in the remuneration of teachers which, between April 2001 and August 2003, will constitute an increase of over 20% in the salary scales of teachers in state funded primary, secondary and special needs schools. It is no doubt the Executive's intention that these increases will act to promote the prestige of teaching. However it is important to note that this improved remuneration may also have implications for groups which, while outside the school teaching profession, are involved in activities sufficiently closely allied to it to be subject to 'knock-on' effects. Specifically, the object of the present paper is to explore the possible effects of the McCrone salaries on the staffing of initial teacher education (ITE) courses in Scottish higher education institutions (HEIs¹).

This of course presupposes that ITE will continue to take place in HEIs, and this is not an arrangement which has commanded universal support. Commenting on the position in the USA, Clifford and Guthrie (1988, pp3-4) argued that:

schools of education, particularly those located on the campuses of prestigious research universities, have become ensnared improvidently in the academic and political cultures of their institutions and have neglected their professional allegiances... The more forcefully they have rowed towards the shores of scholarly research, the more distant they have become from the public schools they are duty bound to serve.

More recently, Goodson and Hargreaves (1996, pp7-8), having reproduced this last quotation, go on to infer that:

schools of education may have entered into a *devil's bargain* when they entered the university milieu... Their mission changed from being primarily concerned with matters central to the practice of schooling, towards issues of status passage through more conventional university scholarship. (original italics)

The predominant role currently played by universities in ITE does not appear then to be the subject of unanimous approval and it would no doubt be possible to construct an argument that ITE should be school-based rather than university-based. Universities for their part could concentrate on specialist courses such as those relating to special needs education, post-qualification career development provision such as supporting routes to the status of Chartered Teacher, and management-oriented courses such as the Scottish Qualification for Headship. Be that as it may, the move of institutes of education in Scotland into universities over the last few years, taking their ITE responsibilities with them, implies that both pre- and in-service provision for teachers will be in universities for the foreseeable future.

Of course, this is not at all incompatible with the development of a diversity of types of provision to cater for different development needs at different stages of teachers' careers. This diversity is likely to be greater in the context of continuing professional development than for ITE, on which the present paper focuses. But even in the context of pre-service education, it may be possible to involve teachers in ITE in new ways over and above supporting and supervising students while on placement and contributing to university-based courses. But while the nature of teachers' involvement in ITE might change, it will remain the case that their employment contracts will still either be with schools or with universities. The relationship between the terms and conditions of employment offered by these two sectors will therefore continue to be an important determinant of the type of school-based experience which universities can expect to recruit as long-term (ie not seconded) members of their course staff.

ITE courses in HEIs incorporate academic education, practical training and professional development and the staff who operate them collectively represent a wide range of skills and experience. Clearly central to this is recent and relevant teaching experience which must be well represented amongst ITE staff to ensure the credibility of the courses in the eyes of practising teachers and external bodies such as the GTC. The recency and relevance of this experience is assured by the presence of temporary staff who are 'bought in' from the primary or secondary sector on fixed term contracts (often one year and 11 months). The intention is that after this spell in an HEI, they will return to the sector from which they came, either to the same post which they were previously occupying or to a post of at least equal seniority and salary. Usually, staff in this category do not transfer to university salaries and conditions of service. Instead, while they are working in an HEI, they remain on the salary and conditions which they would have been on had they remained with their previous employer.

In addition to temporary staff however, it is also important that ITE should involve a proportion of permanent staff with classroom experience to ensure continuity over time. One reason for this is that ITE courses are subject to various types of periodic review. In addition to internal teaching programme reviews which often work to a five-year cycle, there are institutional reviews undertaken by QAA and collaborative reviews involving such external agencies as the GTC, Scottish Executive and the Funding Councils. These reviews will in all likelihood become a permanent feature of ITE. Their importance and regularity will mean that it will be highly advantageous that the ITE course teams should contain a core of staff who have experience of participating successfully in these reviews and of using their outcomes, in combination with other relevant information, for the effective

development of the courses to ensure that they are kept up to date and in line with current educational thought and policy.

The present paper is about the ITE staff component which is recruited from schools on a permanent basis: ie staff who will be subject to the terms, employment conditions and salaries of the higher education sector. For them, leaving teaching to work in ITE is a career change rather than a career break. The decision to make this move will be based on a range of considerations which will vary in nature and importance from one individual to another (Day 1997). It would be unrealistic however to suppose that the relative salaries in schools and HEIs will not be one of these. It is instructive therefore to consider how these two salary scales may relate to each other in August 2003, after the implementation of the McCrone salary review is complete. For the purposes of illustration, consider an HEI recruiting permanent staff to begin teaching on PGCE and BEd courses in the Autumn of 2003. How attractive a prospect for a teacher might a long-term or permanent move to a post in an HEI be at that time?

THE POSITION IN 2003

The McCrone scales have been published through to the end of the implementation period in August 2003 (Scottish Educational Journal 2001), but it is not possible to say what academic salaries will be at that time. The Universities and Colleges Employers Association will in future (UCEA 2001) implement all higher education settlements in August of each year with an increase of 5.1% to cover the period April 2001 to July 2002. This paper will assume that the increases implemented in August 2002 and 2003 will both be 3%. Twelve-month settlements in higher education over the last few years have been in the order of 3% and this probably provides a reasonable overall guide as to how the scales will compare at that time.

Table 1 gives the results of matching the numbers. The three left hand columns refer to academic posts and scales. There are three grades of academic teaching staff covered. The first of these is Lecturer A, which has a number of incremental points (UCEA 2001 Annex 7), of which the top three are given in the table. At the top of this scale, there is an automatic review procedure² with a view to transferring to the next grade which is Lecturer B. However, while the review is automatic, the transfer is not and there is a minority of Lecturer A staff who do not (at least straight away) progress to Lecturer B. This grade has seven incremental points plus two discretionary points. The top three points of the standard lecturer scale and the two discretionary points overlap with the first five points of the third grade, Senior Lecturer. Transfer from Lecturer B to Senior Lecturer is by no means automatic and is often the subject of intense competition amongst those at Lecturer B level. Most universities require an established research reputation for this promotion, and excellence in teaching alone is unlikely to be sufficient to achieve it, given that much of the competition will be forwarding evidence of achievement in both teaching and research. The grade of Senior Lecturer has eight points plus two discretionary points. It should be noted that discretionary points at the top of both Lecturer B and Senior Lecturer scales are neither common nor incremental and that they are awarded in respect of a contribution which a postholder has made which is outstanding in some respect but is not sufficient for promotion to the next grade.

The two right hand columns in Table 1 refer to teaching posts and salaries. The structure of posts is rather more complex than in the university sector. The first six points, from Un1 to Un6, are unpromoted posts. The first promoted grade is Senior Teacher/ Assistant Principal Teacher (ST/APT); these salaries are not dependent on the roll of the school. However the post of Principal Teacher (PT) has a roll-dependent salary which covers six points corresponding to secondary schools with fewer than 300 pupils up to those with over 1300. The salary of a Principal Teacher in a Special

Table 1: Current and projected academic and teaching salaries 2000–2003

Post	Academic		Teachers	Post
	As from 01.04.00	Projected 01.08.03	McCrone 01.08.03	
Sen Lec disc	38620	43049	44817 43389	DHT SEC4 DHT SEC3/ HT SEN3
Sen Lec disc	37665	41985	42369	DHT SEC2/ HT PRIM4/ HT COMB2/ HT SEC1
Sen Lec	36740	40954	41508	AHT SEC/ DHT SEC1/ HT SEN2
Sen Lec	35673	39764	40656 39807	DHT SEN4/ HT PRIM3 DHT SEN3/ DHT PRIM3/ HT COMB1/ HT SEC 1
Sen Lec	34601	38569	38964	DHT SEN2/ HT PRIM2/ HT SEN1
Lec B disc/ Sen Lec	33548	37396	37782	PT6
Lec B disc/ Sen Lec	32510	36239	37266 36708 36414	DHT SEN1/DHT PRIM2 PT5 AHT SEN/ DHT PRIM1/ HT PRIM1
Lec B/ Sen Lec	30967	34519	35613 35565 34545	PT4 AHT PRIM PT3
Lec B/ Sen Lec	29332	32696	33462 32817	PT2 PT SEN
Lec B/ Sen Lec	28275	31518	32388	PT1
Lec B	27222	30344	31299	ST/APT
Lec B	26216	29223		
Lec B	25213	28105	28707	Un6
Lec B	24227	27006	27198	Un5
Lec A	23256	25923		
Lec A	22245	24796	25578	Un4
Lec A	21435	23893	24174	Un3
			22875 21588	Un2 Un1

Needs school (PT SEN) is not roll-dependent. Neither are those of Assistant Head Teacher in a primary school (AHT PRIM) a special needs school (AHT SEN) or a secondary school (AHT SEC). In contrast, the salaries of Depute Head Teachers and Head Teachers are dependent on school size, covering up to eight points in the secondary sector. However, as explained below, it is not necessary for present purposes to consider the salary structure of the teaching profession above the level of Principal Teacher since any holder of a higher post considering moving permanently to work in ITE would need to have little if any regard to salary considerations.

It is worth reminding ourselves that career moves are not made wholly (and in some cases not at all) for financial reasons (Fullan and Hargreaves, 1991; Donnelly, 1992); the non-financial aspects of career decision making are discussed below in the section 'The Potential Recruits'. And even insofar as the motivation is financial, it is unlikely to consist simply of a comparison of two numbers. Strategic decisions concerning prospects for improved income over time will often be relevant, so in order to assess the implications of Table 1 for recruitment of permanent ITE staff, it is necessary to consider the strategic options facing both the institution and the prospective recruit.

THE HEIS

Taking the HEIs first, it would be unrealistic for them to insist on all recruits entering at the bottom of the Lecturer A scale. Apart from the fact that a salary of below £24,000 will not seem a very attractive proposition in 2003, it does not reward the previous expertise and professional experience which teachers have acquired in schools and which is in fact the very reason for their being recruited into ITE.³ The first point at which universities may show reluctance is the A/B transition since to appoint above this would bypass the review procedure which is part of lecturers' professional progression. However if the top of Lecturer A were the highest point of initial appointment then only teachers at Un4 or below would be able to move to ITE without accepting a salary cut. Since each unpromoted point on the teaching profession scale equates broadly to a year of experience, such a teacher would probably have only 4 years of post probationary experience. This is unlikely to be enough to fulfil the requirements of practitioner experience which are at the heart of the universities' needs.

Suppose then that the HEI is prepared to appoint at Lecturer B level. It is to be hoped that over the first few years of his or her work in ITE, the appointee's contribution will improve with increasing experience of working in an environment which, while related, has many quite different demands and an ethos and value system which can be markedly different from those of the school sectors. To appoint at the top of Lecturer B leaves no scope for salary increments to reflect this increasing contribution, other than discretionary points which, as noted above, are not primarily intended for this purpose. Institutions may therefore prefer to appoint half way up the Lecturer B scale (£30,344) but this would attract no teacher with any promotion since even a ST or APT would have to take a salary cut of about £1000 per year on appointment. It could however be attractive to teachers who have at least six years' post-probationary experience, and possibly considerably more than this, who have not succeeded in attaining promotion in the school sector but who are interested in career development outside the classroom. Various groups of teachers in this position have been identified in the research literature on teacher careers (Draper *et al*, 1998; Fraser *et al*, 1998) and they will be considered again below when the motivations of teachers are discussed.

Another strategy for the institutions would be to appoint at the top of the Lecturer B scale, in which case as noted above, there would be little scope for salary increments to reflect a greater contribution over the first few years of working in higher education.

However, unlike an appointment in the middle of the B scale, this could attract STs, APTs or PTs from SEN and secondary schools of 600 or fewer pupils. These are teachers who have already made at least one career move and who are interested in at least one more. Bobbitt *et al* (1991), Draper *et al* (1998) and Fraser *et al* (1998) use the term 'movers' for this group, and again they will be referred to below.

Finally and briefly we can consider the remaining strategy which institutions might adopt which is to appoint at a level above the top of Lecturer B. This would be necessary in order to attract any candidate with Head Teacher status (the lowest paid of which is the AHT PRIM on £35,565), but powerful reasons have already been mentioned which would militate against such a course of action. The competitive and research-intensive nature of Senior Lectureships would cause institutions to be reluctant to appoint at this level without any previous experience in higher education, while discretionary points are designed to reflect some significant contribution already made within the institution, a condition which a new appointee by definition could not meet. It is likely therefore that such a senior appointment given to someone with no previous experience of higher education could be invidious in the eyes of those who have already made a contribution in the university environment but who have been unable to secure such an advancement.

THE POTENTIAL RECRUITS

This paper concentrates on the financial aspects of careers in schools and universities and it is clearly important to ask how prominent these aspects are in the minds of those considering such a change, since non-financial reasons will also play a part. Universities may be perceived as less stressful or as more prestigious or as offering greater freedom, and there may be some merit in these views, though whether current university staff would necessarily recognise the description is perhaps another matter. In fact the literature seems to have only indirect evidence on this. MacLean (1992), researching teachers in Australia, found that the three most important reasons for seeking promotion were to gain increased power and influence, to have more freedom and to establish new challenges. He summarised his findings by saying that 'according to many (of the teachers in his sample), the additional money associated with promotion was not regarded as being very important' (Maclean, 1992, p163). But the use of the word 'additional' is significant - Maclean was concerned with salary increases which follow from promotion. He did not ask about the possibility of accepting the same, or even a reduced, salary. If he had, he may not have found such a relaxed attitude to the question.

On a similar tack, Fraser *et al* (1998) asked teachers in Scotland what they valued and did not value about various aspects of their profession. Autonomy was given a very high rank and public perception of teaching a very low one but salary and remuneration were in the middle, accorded a fairly neutral perception by teachers. Again, this suggests that finance does not loom large in the minds of many teachers but again it is not quite the right question for present purposes. Satisfaction or otherwise with your present salary does not imply indifference or otherwise to the financial implications of a career change, especially if 'implication' might mean 'reduction'.

A third finding is reported by Draper *et al* (1999) who asked Scottish teachers ten years after qualification whether they had thought of leaving the profession and, if so, why. Over half of their sample had indeed harboured such thoughts but the source of their dissatisfaction was not often economic. General job dissatisfaction, specific incidents occurring at school and being attracted by a positive alternative opportunity were all mentioned as reasons for leaving teaching but the likelihood of a higher salary elsewhere was not prominent. But the motivations for leaving teaching altogether may not be the same as those for embarking on a career change

and will probably relate to different members of the school teaching profession. Overall, the evidence in the literature is enough to suggest that finance is not the most important motivation for teachers - even after McCrone, there will be plenty of professions which offer greater remuneration than teaching. But the evidence is not precise enough to enable us to say with confidence how prominent it is likely to be in decisions about moving from a school to a university.

This paper refers only to permanent appointments (career changes) and not to fixed term contracts of two years or less (career breaks). It is reasonable to suppose therefore that potential recruits will take a long-term view of the pros and cons of moving from teaching to ITE. If so, it could be quite rational to accept a salary cut in the short term if this is balanced by the prospect in the longer term of securing a higher salary than would be in prospect by remaining in teaching. One motivation unlikely to play a part is the concept of ITE as a stepping stone to advancement in the teaching profession. This may be valid for a career break but a long term absence from the classroom is unlikely to make it easier to return as a practitioner at a level as high or higher than that which would have been possible by remaining in school.

As noted above, routes into ITE exist which might interest two groups of teachers. One of these consists of those who already hold a promoted post at ST or APT (or possibly even PT in a small school) and are interested in further vertical career development or promotion (Caplow 1954), either within their present sector or by moving to another. Maclean (1992) used Caplow's distinction between vertical and horizontal career development (the latter being a move to a different job at the same level of seniority) and, interestingly, found that on average male teachers tended to be more interested in vertical than horizontal development while female teachers showed more interest in a 'sideways' move than their male colleagues. Given that primary teaching is a largely female profession and that there are at least as many female as male teachers in the secondary sector, this could have implications (always assuming that Maclean's findings can be generalised to Scotland) for the perceived attractiveness of sideways moves from schools to universities.

Notwithstanding this, there are two reasons why this route from SP or APT is likely to be limited as a way of attracting permanent staff for ITE courses. One of these is that the HEI would have to make an appointment at or near the top of the Lecturer B scale. The other, which only applies if the motivation for the move is to achieve vertical career development, is that for many teachers there could be barriers for this in the short or medium terms. Promotion to Senior Lecturer depends on the accumulation of a record of achievement in research which might involve the acquisition of skills which someone from a school background may not have. Such a record would in any case take time to build up. The increasing proportion of teachers who have returned to part time study and have acquired postgraduate qualifications, often including an element of research training, may ease the position but given the prominence which achievement in research holds for advancement in universities, a teacher interested in vertical career development would probably have a lot to do to match the career prospects which he or she would have by looking for further promotion in the school sector. On balance, for a teacher in this group there may be better prospects in seeking a short term stay in ITE followed by promotion on returning to the school sector with an enhanced *curriculum vitae*.

The other group of teachers mentioned above are those who, whether they have sought promotion or not, have not secured it but who would like to develop their careers in some way. If they have unsuccessfully sought vertical promotion, or if they feel that the prospects for this are not good, they may well be more interested in horizontal career development. By definition, the highest point they can be at is Un6. There are likely to be many teachers at this point, especially in the primary sector, since the scarcity of promoted posts relative to the number of teachers

qualified for promotion and interested in securing it (Draper *et al*, 1998) means that the uppermost point on the unpromoted scale is likely to be something of a 'bottleneck'. For this group, a university post at the third point of the Lecturer B scale would be needed to avoid any reduction in salary, though such a reduction need not be ruled out. A teacher, having made a number of unsuccessful applications for promotion, may note that the 'ramp' of unpromoted salary points goes to a higher level in tertiary education than it does in the primary or secondary sectors. Hence given the transition from Lecturer A to B (or direct entry anywhere on the B scale), there is no reason why they should not proceed to the top of the B scale, which attracts a salary above that of ST/APT, between PT2 and PT3 and not far short of AHT PRIM. In other words, for a teacher at Un6, a salary at the top of Lecturer B represents about one and a half promotions in the school sector. On financial grounds if no other, this may constitute good grounds for giving serious consideration to a permanent move to ITE.

DISCUSSION

The argument advanced above suggests that overall the most likely route for recruitment from practitioner teachers to permanent staff of ITE courses is from Un6 to Lecturer B. Of course, the conclusion will not apply in all cases since motivations and incentives are often peculiar to each individual's circumstances. However it probably offers a fairly accurate guideline for the way in which ITE will recruit many of its permanent staff post-McCrone.

ITE is not of course the only example of a subject which has significant applications within society in general and where salaries available to practitioners often outstrip those available for teaching the subject. Law and Computing are probably the two most obvious examples of subjects where practitioner salaries are higher than academic salaries, yet university departments in these subjects appear to be able to continue to attract sufficient numbers of suitable recruits. Yet in another way, these are not good analogies - the link between professional preparation and actual practice is much closer in ITE than it is in Law and Computing. Schools and HEIs work closely together in running ITE courses in a way that law firms do not participate in LLB degrees (though they have a much larger role in subsequent professional legal qualifications) and IT departments of commercial firms do not participate in BSc degrees in Computer Science (though again, they tend to be active in professional organisations like the BCS). Perhaps a better analogy is with medicine where again practitioner salaries are higher but also there is a strong link between practice and education/ training, through the mechanism of the teaching hospitals. It is probably no coincidence that the only exception to the nationally agreed university salary scales is clinical academic salaries which are on separate, higher, scales.

Such separate treatment for academic ITE salaries is not a realistic prospect. Need this be a problem for the quality of ITE in coming years? To assess this, we must consider what might be the implications of the figures presented above and the arguments based on them for the staffing profiles of ITE courses in HEIs. It is likely that there will be a curtailment in the range of the teaching profession from which applicants for permanent ITE teaching posts will be drawn. Previously, it was possible to recruit teachers who combined classroom experience with a record of promotion sufficient to enable them to have accrued some management experience also. Post McCrone, this looks unlikely, at least from a financial point of view. While there may be other reasons why teachers at AHT level or above might be interested in moving permanently into a university, their non-financial motivation would have to be fairly strong to overcome their probable much lower initial salary. In-service university courses which have a strong management element in them (such as the

Scottish Qualification for Headship) must, if they are to be credible, include in their staff people with recent experience of school management at a senior level. It seems likely that it will only be possible to fulfil this staffing element by fixed term appointments with conserved salaries.

As regards ITE itself however, if there is to be a permanent core of staff with classroom experience to ensure continuity, this seems likely to be drawn increasingly from the unpromoted teachers. There is nothing in this to suggest that it will be to the detriment of ITE as professional preparation. The experience which this group will bring to ITE will be well matched to the professional context in which their students will begin their careers after they complete their ITE courses. There is indeed an argument to the effect that teachers in the higher echelons of the profession where there are managerial responsibilities are actually less suited to ITE than those whose experience has been concerned wholly with the practicalities and techniques of classroom teaching and other professional aspects of the unpromoted classroom teacher. There will be plenty of time for new entrants to the profession to learn managerial skills as their careers develop.

For their part, teachers from Un6 who are appointed at the middle of Lecturer B or thereabouts will have several years' worth of increments before reaching the top of that scale, sufficient time to start developing research skills (if these have not already been acquired) and the record of achievement in research on which further promotion will probably depend. Those adapting to the different culture of higher education will have their chance to prosper; a trawl through the web pages of Faculties of Education in British Universities reveals a number of professors of education who began as teachers.

The McCrone salary increases will no doubt have their effect. A career change to a university will be less attractive to an promoted teacher than hitherto, and there is an inevitable (though often unjustified and sometimes regrettable) link between salary and perceived status. Recruitment to permanent ITE will in time probably come to reflect this. It would be, to say the least, unfortunate if permanent ITE staff came to be regarded in schools as those who went into ITE because they could not attain promotion in schools. Not only would this have an inevitable effect on the perception of ITE itself but also, it would overlook the fact that the two types of appointments are based on different criteria and that appointment to ITE would not necessarily be the easier to achieve. It remains possible however that, as McCrone is implemented, institutions offering ITE may have to do some PR work in schools if their perception there is to be such as to enable them to attract the sort of applicants they need if ITE standards are to be maintained and enhanced.

NOTES

- 1 In this paper, the terms 'HEI' and 'university' will be used interchangeably since all ITE in Scotland is provided by institutions which either are, or in the foreseeable future will be, incorporated within universities.
- 2 Universities make available (at least internally) the criteria on which career advancement decisions are made. Understandably however they regard the operation of these criteria as a matter confidential to themselves and to the individuals concerned and not a matter for publication. Hence much of the material in this and other paragraphs is based on 'soft' or impressionistic evidence.
- 3 Remember however that in most university departments, even young appointees to the Lecturer A scale will often have several years' teaching experience as postgraduates and will probably have a number of research publications to their credit. School experience is obviously important for ITE recruits but it should be measured against other types of experience which would be expected of new teaching staff in universities anyway.

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