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Committee

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The Children, Schools and Families Committee

The Children, Schools and Families Committee is appointed by the House of Commons to examine the expenditure, administration and policy of the Department for Children, Schools and Families and its associated public bodies.

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The following members were also members of the Committee during the inquiry.

Mr John Heppell MP (*Labour, Nottingham East*)
Mr Andy Slaughter MP (*Labour, Ealing, Acton and Shepherd's Bush*)

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Conclusions and recommendations

Recruiting the best to teaching

1. It is essential that there is in place a robust mechanism for ensuring that entrants to the teaching profession have a sound grasp of literacy, numeracy and ICT skills. It is clear that the Training and Development Agency's skills tests are not at present providing a sufficiently high hurdle in this regard. We recommend that the tests be made an entry requirement for initial teacher training, rather than an exit requirement, with a maximum of just two attempts at each test permitted. (Paragraph 32)
2. Having examined the level of entry qualifications that trainees bring to both under- and post-graduate initial teacher training programmes, we are clear that the bar must be raised across the board. It is of great concern to us that those with no A-levels, or those with just a pass degree can gain entry to the teaching profession. (Paragraph 41)
3. The entry qualifications for undergraduate programmes for those wanting to train to be secondary teachers are particularly low. We recommend that funding for these programmes be discontinued. (Paragraph 42)
4. The entry requirements for undergraduate programmes for those wanting to train to be primary teachers should be raised. These programmes should be designed so that there is parallel development in subject and initial teacher training components. They should provide rigorous preparation in both subject knowledge and education. (Paragraph 43)
5. The entry qualifications that postgraduate trainees bring to initial teacher training programmes must be improved—substantially so in some subject areas. We recognise that continuing recruitment difficulties may prevent the Department and the Training and Development Agency from simply raising entry requirements overnight. Nonetheless, we would like to see access to postgraduate initial teacher training programmes restricted to those with at least a lower-second degree as soon as possible. The Department must take concerted action to make a career in teaching a much more attractive option for high-achieving graduates. This should be with a view to moving, in time, to higher entry requirements still—to an upper-second degree or above. (Paragraph 44)
6. We recommend that the Department and the Training and Development Agency for Schools explore the potential for increasing the number of school-centred initial teacher training places. (Paragraph 47)
7. Employment-based initial teacher training is to be welcomed as a means of enabling high calibre career changers to join the teaching profession. However, any significant expansion of employment-based initial teacher training should take place only once Ofsted is confident of the general quality of these programmes. (Paragraph 49)

8. At present, school-centred and employment-based initial teacher training accounts for 15% of training places. We believe that expanding the proportion of these training places to around 30% should be feasible in the medium term, taking into account the issue of capacity within the schools system to offer high quality training. (Paragraph 50)
9. Consideration should be given to how employment-based trainees could improve their understanding of the theoretical underpinnings of teaching practice. We recommend that all employment-based trainees be entitled to complete a Professional/Postgraduate Certificate in Education as part of their initial training. (Paragraph 53)

Equipping teachers with high quality initial training

10. We are concerned that the extent of centrally-prescribed requirements for initial teacher training provision, and the way in which Ofsted assesses compliance with them, are having a deadening effect on initial teacher training. We call on the Department and the Training and Development Agency to take urgent steps to minimise the regulatory burden on providers and to encourage genuine local autonomy to respond to wider policy change. (Paragraph 61)
11. We recommend that Ofsted conducts regular survey inspections of initial teacher training provision in specific subject areas as a means of supporting the development of subject pedagogies and helping to spread good practice. This should be combined with wider research on effective subject pedagogies—to inform initial teacher training as well as teachers' early career and on-going professional development. (Paragraph 63)
12. We recommend that schools be required to participate in a training partnership if they are to receive the top grade in their Ofsted inspections. Such a requirement obviously places a much stronger onus on higher education institution partners to be fully responsive to the needs of the schools that they work with if partnerships are to be secured over the longer-term. Equally, if schools are to be required to participate in an initial teacher training partnership then they should receive a more appropriate share of the resources than they do at present. (Paragraph 71)
13. Teaching needs to be a learning profession. A vital aspect of this is teachers reflecting on their own practice and supporting colleagues. In particular, good quality mentoring for trainee teachers, and newly qualified teachers, should be of the highest priority. (Paragraph 74)
14. We recommend that those who mentor trainees on school placement should have at least three years' teaching experience and should have completed specific mentor training. Involvement in mentoring should be made a more explicit criterion with regard to teachers' career progression. (Paragraph 75)
15. We recommend that the Department take forward a 'new blood scheme' for initial teacher training. This should fund lectureships and doctoral places with a view to maintaining the expertise of the teacher training workforce. (Paragraph 81)

16. Higher education institutions are important in bringing rigour and status to initial teacher training. With this in mind we were disappointed that their research-active staff do not make a greater contribution to training provision. We recommend that the Training and Development Agency and Ofsted pay greater attention to this aspect of provision when accrediting and inspecting initial teacher training providers. Providers' arrangements for developing the research skills and profile of other teacher training staff should also be taken into consideration. (Paragraph 82)
17. There is a need to raise the status of school teachers who are involved in delivering initial teacher training in schools (including but not limited to mentoring). We recommend that a nationally recognised 'clinical practitioner' grade is introduced. These staff should have a formal attachment to a higher education institution. (Paragraph 83)

Early career teachers

18. We are concerned that the Training and Development Agency's efforts to improve the transition of trainees from their initial training to their induction year do not in themselves address the 'front-loaded' nature of teacher training. We would like to see changes that embed a perception of newly qualified teachers as 'novice' teachers with much learning still to complete, and who require close supervision by teaching colleagues who are experienced mentors. (Paragraph 95)
19. To signal the importance of the induction process we recommend that trainees should remain provisionally registered with the General Teaching Council for England until they have successfully completed their induction year, only then gaining full registration to teach. (Paragraph 99)
20. We strongly support the principle of establishing teaching as a masters-level profession, as well as the notion that newly qualified teachers should have the space to continue their training and development. (Paragraph 111)
21. If it is to be credible and worthwhile the Masters in Teaching and Learning must be a demanding qualification that has a demonstrable impact on a teacher's effectiveness—and not allowed to become an easy milestone for career progression. (Paragraph 112)
22. The introduction of the Masters in Teaching and Learning must not restrict the access that newly qualified and early career teachers have to other qualifications at masters level or above. (Paragraph 113)
23. While we do not believe that the Masters in Teaching and Learning should be compulsory, we would like to see introduced much stronger incentives for teachers to complete a relevant qualification at masters level or above. We recommend that this is achieved by putting in place a single national framework for teachers' professional development, through which professional standards are linked to specific qualification requirements/accredited training and to salary progression. (Paragraph 114)

Professional development

24. We believe that the specification of a minimum level of spending on professional development (as a percentage of the school's overall budget) would support wider efforts to embed a culture of professional development within the schools workforce. We recommend that such ring-fencing of funds is put in place at the earliest opportunity. (Paragraph 124)
25. We are very concerned that an unintended consequence of the 'rarely cover' policy will be to restrict teachers' access to professional development. The Department should monitor the impact of the policy in this regard. (Paragraph 125)
26. While we welcome the Training and Development Agency's efforts to improve the standard of professional development provision, particularly non-award bearing provision, through its database of provision we are not convinced that this will offer a sufficient block on ineffective provision—characterised as “death by PowerPoint” by one of our witnesses. (Paragraph 133)
27. We believe that members of the teaching profession in England should be required to hold a licence to practise, and to renew that licence on a regular basis. (Paragraph 142)
28. It is essential that the licence to practise is accompanied by an appropriately resourced, generous and guaranteed entitlement to professional development for teachers. (Paragraph 143)
29. We suggest that current arrangements for dismissing teachers on performance grounds are too cumbersome. The licence to practise must assist schools in weeding out poor performers from the teaching profession. We recommend that the licence to practise must itself offer, or be accompanied by, a more streamlined process for addressing under-performance. (Paragraph 144)
30. We recommend that a single, overarching 'Chartered Teacher Status' framework, linking professional development, qualifications, pay and the licence to practise, be introduced as a means of structuring teachers' career progression. (Paragraph 147)
31. We believe that our proposed Chartered Teacher Status framework would have greater potential than the status quo for establishing a clearly articulated set of expectations for teachers and progression routes. It would also offer more explicit recognition of the qualifications, training and expertise that a teacher had gained in the course of his/her career. It would, we suggest, make a profound difference to the status of the teaching profession and quality of teaching. (Paragraph 148)
32. There is a real problem in relation to supply teachers. They serve an essential role but remain a neglected part of the teaching workforce. The Department must bring supply teachers into the mainstream of the teaching profession. (Paragraph 159)
33. Regular teachers are paid to undertake professional development during the working day, supply teachers are not. This basic inequality must urgently be addressed. (Paragraph 160)

34. The Department must put in place arrangements to ensure that all supply teachers participate in annual performance reviews and are easily able to access information about professional development opportunities. The Department should also satisfy itself that all supply teachers are trained to the highest standard. (Paragraph 161)

Teachers in the early years and further education sectors

35. The Department must develop its policies in relation to early years provision in line with the findings from a range of studies, many of which it funded, showing the critical importance of qualified teachers in early years settings. We call on the Department to provide a clear statement on the respective roles of qualified teachers and Early Years Professionals in early years settings. (Paragraph 169)
36. For too long, early years provision has been associated with the least skilled and lowest status section of the children's workforce. We recommend that the Training and Development Agency for Schools be given a remit to oversee initial teacher training programmes that train teachers in relation to the 0–5 age group. The standards for Qualified Teacher Status should be modified as necessary to support such 0–5 training. (Paragraph 175)
37. At the very least, teachers with Qualified Teacher Learning and Skills status should immediately be able to work as a qualified teacher in schools if they are teaching post-16, even post-14, pupils. (Paragraph 184)
38. In the context of the 14–19 reforms, the Department should put in place a mechanism for assessing vocational or professional qualifications as equivalent to degree status. (Paragraph 185)
39. Over the longer term we recommend that the training of early years teachers, school teachers and further education teachers become harmonised through generic standards. Alongside this, we envisage Qualified Teacher Status becoming more specific, clearly denoting the age ranges and the subjects for which a trainee was qualified to teach. Chartered Teacher Status we would see as becoming similarly **specific**. (Paragraph 186)
40. Diplomas represent one of the most significant initiatives in our education system for many years, and will be expanded considerably this year. This demands greater fluidity—and shared development opportunities—across the school and further education sectors. (Paragraph 187)
41. In order to enhance collaboration between schools and further education in the development of the 14–19 curriculum, we support the establishment of a centre that would provide joint professional development provision for school and further education teachers in the neglected area of pedagogy and assessment in vocational education. (Paragraph 188)

Summary

Teacher quality is central to pupil attainment. Our inquiry considered how effective the Department and its agencies have been in attracting and supporting the development of highly effective teachers. Our main focus was school teachers.

We concluded that for much initial teacher training the entrance requirements are too low. This damages the status and the effectiveness of the teaching profession, and we have made several recommendations to raise the bar. The Training and Development Agency's 'skills tests' in literacy, numeracy and ICT should be made an entry requirement for initial training, and candidates should have just two chances to pass each test. Undergraduate programmes for those who want to be secondary school teachers attract some of the poorest qualified trainees. Funding for these programmes should be discontinued. We see greater value in these longer training programmes for those who want to be primary school teachers, but entry to these programmes must be made more competitive. The minimum entry requirement for postgraduate initial training programmes should be set at a lower-second degree or above as soon as possible, with the aspiration to raise the requirement to an upper-second degree.

Having a diversity of training routes is important in recruiting high calibre career changers to teaching. School-centred and employment-based provision should be expanded—though, in the case of employment-based initial teacher training, only when provision is consistently of a much higher quality.

Quality assurance measures for initial teacher training, prescribed by the Secretary of State and monitored by Ofsted, have become too heavy handed and are having a deadening effect on provision. Regulatory burdens on providers should be reduced to enable genuine local autonomy.

In the face of a rapidly ageing teacher training workforce, the Department must fund a 'new blood' scheme to maintain the expertise and quality of this workforce.

Much of a trainee teacher's time is spent training in a school. This feature of initial training has now been in place for over 15 years, yet still providers struggle to find a sufficient number of school placements. It is reasonable for schools to be required to participate in a teacher training partnership if they are to receive the top grade in their Ofsted inspections. Improving the quality of mentoring that trainees receive while on placement must also be a priority—to improve trainees' experience and to encourage reflective practice among teachers.

A major weakness in teacher training is the poor support that trainees receive when making the transition from initial training to their first teaching post. Induction to the teaching profession should be treated as a three to five year process, and newly qualified teachers seen much more explicitly as 'novice' teachers with much still to learn. Teachers should not become fully registered to teach until they have met the core professional standards for teachers. There should be stronger incentives for teachers to complete a

relevant masters qualification to supplement their initial training.

There is not a strong enough culture of professional development among teachers, and this must change radically if educational standards in schools are to improve. Part of the problem is the poor access that teachers have to professional development opportunities. Funding for professional development should be ring-fenced within school budgets.

We welcome the requirement that teachers should gain and maintain a licence to practise. This brings the teaching profession in England in line with other high status professions. It is crucial that the licence to practise is accompanied by a generous and guaranteed entitlement to professional development. An important test of the licence to practise will be whether it assists schools in removing poorly performing teachers from the profession.

There is a lack of coherence in relation to the planning of, and recognition for, teachers' professional development. The professional standards for teachers, the drive to make teaching a masters-level profession, and the licence to practise should be brought together under one overarching framework—what we call a 'Chartered Teacher framework'. Under this, as well as demonstration of competence against the relevant professional standards, teacher pay and progression would be linked to completion of a masters qualification and, subsequently, to completion of further accredited training.

Supply teachers are an essential part of the teaching workforce and must be brought into the mainstream of the profession. Their professional development should be funded on the same basis as for other teachers. There should be a much clearer duty on supply teacher agencies to facilitate supply teachers' access to performance management and professional development opportunities.

Our inquiry also considered teachers in the early years and further education sectors.

The Department must end the damaging ambiguity regarding the respective roles of early years teachers and Early Years Professionals. Early years provision deserves highly skilled teachers whose training is tailored to their particular needs. The Department should fund initial teacher training provision that covers comprehensively the 0–5 age group, as opposed to just the 3–5 age group.

In the context of the 14–19 reforms, and particularly the Diploma, the Department must facilitate the easy mobility of teachers across the schools and further education sectors. Provision for further education teachers to work as qualified teachers in the schools sector where they are teaching post-16 pupils, even post-14 pupils, should be introduced immediately. Joint professional development provision for school and further education teachers in the area of pedagogy and assessment in vocational education is long overdue.

Finally, the training of early years, school and further education teachers should be harmonised through generic standards. Under this system, Qualified Teacher Status—and our proposed Chartered Teacher Status—would become more specific, denoting the age ranges and subjects for which a trainee was qualified to teach.

Introduction

1. This report is the culmination of an inquiry that considered how effective the Department and its relevant agencies have been in attracting to teaching those who will be effective teachers, in equipping them with high quality initial training and in supporting them in their transition to teaching and through ongoing professional development. The inquiry was wide-ranging, covering the early years, schools and further education sectors. It ran alongside the Committee's inquiry into the training of children and families social workers, and we have taken notice of parallels between the training of teachers, social workers and other professions throughout.

2. We have not addressed in any detail in this report the specific needs of teacher training and professional development in the STEM (science, technology, engineering and mathematics) subjects. In view of the continuing shortages of highly qualified teachers in these areas, and their vital importance to our global competitiveness, we shall be taking additional evidence on this issue in the near future. This will also consider ways of raising the status of engineering education among the STEM subjects.

3. We announced our call for evidence on teacher training in November 2008, and by the end of the inquiry we had received nearly 100 written memoranda. We began taking oral evidence in March 2009. We held five evidence sessions in all, through which we took evidence from Ministers, Government agencies, trades unions, and various providers of initial training and professional development for teachers. A list of those who submitted written evidence and those who gave oral evidence appears at the end of this report. In addition, as part of the inquiry we met informally with a number of trainee teachers and recently qualified teachers. A note of this meeting can also be found at the end of the report. The inquiry was similarly informed by a visit, in October 2008, to Ontario, Canada, to learn about the training and development of teachers there.

4. We would like to extend our thanks to our Specialist Advisers for the inquiry, Professor Alan Smithers, Director of the Centre for Education and Employment Research, University of Buckingham, and Professor Geoff Whitty, Director of the Institute of Education, University of London—and, in relation to the early years sector, Dame Gillian Pugh, Visiting Professor at the Institute of Education, University of London.¹

5. We set out below a list of abbreviations used in our Report.

BA/BSc QTS Bachelor of Arts/Bachelor of Science with Qualified Teacher Status

BEd Bachelor of Education

¹ Since 1988 the Centre that Professor Smithers directs has published 19 research reports on teacher recruitment, qualifications and retention, and, in addition, for the past 12 years has conducted an annual analysis of data collected by the TDA, *The Good Teacher Training Guide*. The University of Buckingham runs a small number of initial teacher training programmes, including Postgraduate Certificate of Education programmes leading to Qualified Teacher Status for intending secondary school teachers, and a Postgraduate Certificate of Education programme for those who teach in the independent schools sector. The Institute of Education, University of London runs a wide range of initial teacher training programmes, including employment-based programmes. It also offers an extensive portfolio of continuing professional development provision for teachers. This provision includes a practice-based masters programme for teachers and provision funded under the TDA's postgraduate professional development programme. Dame Gillian Pugh is an adviser to various sections of the Department for Children, Schools and Families.

DCSF	Department for Children, Schools and Families
GCSE	General Certificate of Secondary Education
ICT	Information and Communication Technologies
OECD	Organisation for Economic Co-operation and Development
Ofsted	Office for Standards in Education, Children's Services and Skills
PgCE	Professional Certificate in Education
PGCE	Postgraduate Certificate in Education
TDA	Training and Development Agency for Schools

1 Routes into teaching

Initial teacher training in England

6. Initial teacher training for school teachers in England is managed by the Training and Development Agency for Schools (TDA), a non-departmental public body sponsored by the Department for Children, Schools and Families. The TDA's main areas of responsibility in relation to initial teacher training are:

- setting the professional standards that trainees must demonstrate in order to successfully complete their training and qualify to teach;
- accrediting and allocating training places/funding to training providers; and
- promoting teaching as a career.

7. At present, around 40,000 trainees enter an initial teacher training programme each year. There are currently 240 providers of initial teacher training.²

8. Under the TDA and its predecessor, the Teacher Training Agency, England has led the way in developing new routes into teaching. It now has the largest range of training options of any country for those who aspire to become a teacher.³ In addition to higher education institution-based, or 'mainstream', initial teacher training, there are school-centred and employment-based routes. The nature of the training that these routes offer, their cost, and the proportion of trainees that they account for, are outlined in the following section.

Training options

9. *Higher education institution-based, or 'mainstream', initial teacher training* combines learning at a higher education institution and school placements.

10. Undergraduate-level training options include the three- or four-year Bachelor of Education degree or the three- or four-year Bachelor of Arts/Bachelor of Science with Qualified Teacher Status degree—though these programmes can be completed in two years where the trainee has prior higher education experience. The number of mainstream undergraduate places has been in decline for a number of years now, falling from 9,770 in 1998–99 to 7,620 in 2007–08, equivalent to 19% of trainees that year.⁴ Mainstream undergraduate training places are funded at £14,700 per place. These programmes are subject to student fees, currently just over £3,000 per year.

11. Postgraduate options include the one-year Postgraduate Certificate in Education (PGCE), which confers masters-level credits, and the Professional Certificate in Education (PgCE), which does not. In each case, while the higher education institution is ultimately

2 Ev 174 (TDA)

3 McKinsey & Co, *How the World's Best-performing School Systems Come Out on Top*, 2007; INCA, *Steps to Becoming a Teacher*, comparative tables, 2008.

4 DCSF, *School Workforce in England (including Local Authority level figures)*, January 2008 (Revised). Table A1: Recruitment to initial teacher training: college based courses, 2003/04 to 2008/09 (provisional).

responsible for the management of the training, schools are heavily involved in selecting, training and assessing trainees. There are extended, 18-month, versions of the PgCE/PGCE targeted at potential mathematics and science teachers, as well as part-time and distance-learning options.

12. The TDA currently aims to allocate 85% of training places to higher education institution-based initial teacher training, the majority of which are PgCE/PGCE places. The PgCE/PGCE has long represented the mainstay of initial teacher training provision, with these programmes accounting for 23,730, or 59%, of trainees in 2007–08.⁵ Funding for PgCE/PGCE training places varies depending on the size of the bursary that a trainee receives, and ranges from £10,000 to £15,400.⁶ Bursaries are intended to improve recruitment levels, particularly in the subjects that are the most difficult to recruit to ('shortage subjects'), and their size and availability changes from year to year.⁷ Student fees for these programmes are set at the same rate as for undergraduate programmes.

13. *School-centred initial teacher training* involves training in at least two schools, with the training programme designed and delivered through a consortium of schools and other bodies (e.g. a higher education institution, local authority, subject association or a religious or community group). The training is funded by the TDA through the lead school or managing agent. These trainees typically complete a PgCE/PGCE through a higher education institution as part of their training. The number of school-centred trainees remains small, with these programmes catering for 1,650 trainees (4%) in 2007–08.⁸ School-centred trainees are not paid a salary, so the level of funding is similar to that of PgCE/PGCE places. These programmes are also subject to student fees.

14. *Employment-based initial teacher training* involves training as a teacher while working in a school. Trainees are employed in schools as unqualified teachers and undertake a structured training programme. These positions are normally but not always supernumerary. There are a number of different employment-based options: the two-year undergraduate Registered Teacher Programme; the one-year postgraduate Graduate Teacher Programme; and the (up to) one-year Overseas Trained Teacher Programme. In each case, schools work in partnership with a 'designated recommending body', which will be an accredited provider of initial teacher training, to design, organise and deliver the training. Together they form an employment-based initial teacher training provider. That the designated recommending body is often a higher education institution again points to the links across the three categories of initial teacher training route outlined here. The TDA often contributes towards the salary and training costs for employment-based trainees. It

5 Ibid

6 Q 218 (TDA)

7 To be eligible for a training bursary, the trainee must be a home or EU trainee on a TDA-funded course and be eligible for student support. Bursary rates from 1 August 2010 are as follows: £9,000 (physics, chemistry, engineering, design and technology (including food technology), ICT, manufacturing, mathematics, and diploma—information technology /engineering /construction and the built environment /environment and land based studies /manufacturing and product design; £6,000 (biology, combined/general science, other sciences, music, religious education, English, geography, and modern languages); £4,000 (primary, art and design, business studies, citizenship, health and social care, history, leisure and tourism, classics, dance, drama, business studies, media studies, social sciences, physical education, psychology, and diploma—business, administration and finance/creative and media/society, health and personal development/travel and tourism).

8 DCSF, *School Workforce in England (including Local Authority level figures), January 2008 (Revised)*. Table A1: Recruitment to initial teacher training: college based courses, 2003/04 to 2008/09 (provisional).

also contributes towards the salary and training costs for a further postgraduate employment-based option, the two-year Teach First programme, which is run by a charity. For the Registered and Graduate Teacher Programmes and Teach First programmes the level of funding ranges from £20,000 to £25,000 per place.⁹

15. In 2007–08 there were 7,010 employment-based trainees (up from 2,440 in 2001–02), representing 18% of trainees that year.¹⁰ This breaks down as follows:

Registered Teacher Programme	150
Graduate Teacher Programme	5,300
Overseas Trained Teacher Programme	1,300
Teach First	260

DCSF, *School Workforce in England (including Local Authority level figures), January 2008 (Revised)*. Table A2

Employment-based initial teacher training was re-launched in the late-1990s and expanded rapidly in order to address the significant teacher shortages at that time. Now that school demand for teachers has levelled off, so has the growth of these routes. The number of Teach First trainees, however, is set to increase to 850 by 2013–14.¹¹

16. An accelerated six-month employment-based route, targeted at ‘high calibre’ career changers wanting to teach mathematics or science, is currently being piloted with around 20 trainees. The programme is funded in the same way as the Graduate Teacher Programme.¹²

17. There are other training options designed to cater for those with substantial teaching experience who simply need to qualify to teach in England, or to refresh their training. These include the ‘assessment only’ programme and the Return to Teach Programme.

18. In addition, the TDA funds a ‘Transition to Teaching’ scheme, which is an advice and guidance service for career changers interested in teaching ICT, mathematics or science. It also funds subject knowledge enhancement courses of three or six months’ duration for those interested in teaching mathematics, chemistry or physics but who need to improve their subject expertise before they commence initial teacher training.

19. Further details on the format of the training options noted here are provided at Annex 1.

Common requirements for training programmes

20. All initial teacher training programmes must comply with the Secretary of State’s requirements for this provision. The current requirements were put in place in 2007 and are set out under three headings—‘entry requirements’, ‘training requirements’ and

9 Ev 357–359 (Professor Blandford; TDA)

10 DCSF, *School Workforce in England (including Local Authority level figures), January 2008 (Revised)*. Table A2: Recruitment to initial teacher training: employment based routes, 2003/04 to 2008/09 (provisional).

11 HC Deb, 19 January 2009, col 1151W

12 Cabinet Office, *Working Together: public services on your side*, March 2009.

‘management and quality assurance’. The training requirements as regards programme design are set out below. The full list of requirements is provided at Appendix 1.

The content, structure, delivery and assessment of training should be designed to enable trainee teachers to demonstrate that they have met all of the Qualified Teacher Status standards. These standards are outcome statements, developed through a process of public consultation, that stipulate what a trainee teacher must know, understand and be able to do to be awarded Qualified Teacher Status. There are 33 standards, organised under three inter-related categories:

- professional attributes (covering relationships with children and young people, communicating and working with others, and personal professional development);
- professional knowledge and understanding (covering teaching and learning, assessment and monitoring, subjects and curriculum, literacy, numeracy and ICT, achievement and diversity, and health and well-being); and
- professional skills (covering planning, teaching, assessing, monitoring and giving feedback, reviewing teaching and learning, the learning environment, and team working and collaboration).

The full list of Qualified Teacher Status standards can be found at Appendix 2. As outlined at the end of this section, these standards are part of a larger framework of professional standards for teachers covering differing levels of experience and expertise.

Training programmes should prepare trainee teachers to teach across two or more consecutive age ranges selected from the following: ages 3-5 (foundation stage); ages 5-7 (school years 1-2); ages 7-9 (school years 3-4); ages 9-11 (school years 5-6); ages 11-14 (school years 7-9); ages 14-16 (school years 10-11); ages 16-19 (school years 12-13), and engage them with the expectations, curricula, strategies and teaching arrangements in the age ranges immediately before and after the ones they are trained to teach. This is deemed to give trainees “sufficient breadth of experience and an understanding of progression”.

Training programmes should provide trainee teachers with sufficient time being trained in schools and/or other settings to enable them to demonstrate that they have met the Qualified Teacher Status standards. This means that programmes would typically be structured to include the following periods of time training in schools or other settings:

4-year undergraduate programmes	160 days (32 weeks)
2- or 3-year undergraduate programmes	120 days (24 weeks)
Postgraduate secondary programmes	120 days (24 weeks)
Postgraduate primary programmes	90 days (18 weeks)
Employment-based schemes	Determined by the training programme.

Practical teaching experience should take place wholly or mainly in schools or other relevant settings (eg early years settings, or educational activities in museums) in England. For any setting, providers must ensure that time spent in that setting will develop a

trainee's ability to meet the Qualified Teacher Status standards, that the trainee will receive the quality of support that he/she requires, and that the trainee's achievements can be recorded and assessed reliably.

Each trainee teacher should teach in at least two schools prior to recommendation for the award of Qualified Teacher Status. The aim of this requirement is to ensure that trainee teachers "gain sufficient breadth and variety of experience". The term 'schools' includes any settings where trainees may demonstrate achievement of the Qualified Teacher Status standards.¹³

21. Providers' adherence to these requirements is monitored through Ofsted inspection. Provision is also assessed directly by the TDA through surveys of newly qualified teachers, and longer-term research projects sampling the views of school leaders on the quality of new teachers.¹⁴

The Framework of Professional Standards

22. Successful completion of initial teacher training places teachers at the beginning of the TDA's Framework of Professional Standards. They are then able to work through the following levels:

- Core (C) standards—cover teachers on the main pay scale; must be met by newly qualified teachers, once in post, as part of their induction year;
- Post Threshold Teacher standards (P)—demonstration of competence against these standards enables teachers to move onto the upper pay scale;
- Excellent Teacher (E) standards—teachers can apply for an 'Excellent Teacher' post, at which point they will be assessed against these standards;
- Advanced Skills Teacher (AST) (A)—as for the Excellent Teacher standards, teachers will be assessed against these standards should they apply for a related post.

The framework of standards is cumulative and progressive, reflecting the progression that is expected of teachers as their professional skills develop and as they demonstrate increasing effectiveness. The Excellent Teacher role enables teachers to progress their career in the classroom, as opposed to them having to take on administrative or management responsibilities in order to raise their salary. In addition to their normal duties in the classroom, Excellent Teachers have a distinctive role in helping other teachers improve their effectiveness. It is intended that teachers who have met the Excellent Teacher standards will have a major impact on improving pupil attainment across the whole

13 TDA, *QTS standards and ITT requirements guidance: guidance and further information on QTS standards and ITT requirements*, 2008.

14 Ev 174, paragraph 7 (TDA)

school.¹⁵ Advanced Skills Teachers, in addition to classroom teaching, share their skills, through outreach work, with teachers in their own and other schools.¹⁶

15 DCSF, *Excellent Teachers: guidance for teachers, headteachers and local authorities (England)*, 2007.

16 DCSF, *Advanced Skills Teachers: promoting excellence*, 2009.

2 Recruiting the best to teaching

The importance of effective teachers

23. Many argue that, in the ‘knowledge economy’, there must be a step change in the quality of teaching in our schools.¹⁷ In part, such transformation will rely on *consistently* attracting more able people into the teaching profession. Of the range of research showing the importance of teacher quality to pupil attainment, the most frequently cited is the 2007 McKinsey study on the top-performing school systems. The study found that in South Korea teachers are recruited from the top 5% of the graduate cohort, in Finland from the top 10% and in Hong Kong and Singapore from the top 30%. By comparison, in the US teachers are recruited from the bottom third of high-school students going to college. England sits in the middle of these two extremes. South Korea, Finland and Hong Kong all ranked highest overall in the 2003 Programme for International Student Assessment (PISA) tests; the US fell significantly below the OECD average; England performed close to the OECD average.¹⁸ This performance was reflected in the 2006 PISA survey.¹⁹

24. The TDA has made some progress in improving the volume of applications to initial teacher training and the academic credentials of those applying. Teaching is now a popular career choice for new graduates and for career changers. While this has been driven in part by the current economic climate, this factor alone does not explain recent trends in the number and quality of applications. For example, applications to Professional/Postgraduate Certificate in Education (PgCE/PGCE) programmes peaked in 2005 at 60,143. While by 2008 they had dipped to 51,616, this remains above the 48,078 applications received in 2002.²⁰ The number of applications at August 2009 was up 26.2% on the same time the previous year.²¹ Between 2001–02 and 2006–07 the proportion of trainees on PgCE/PGCE and school-centred programmes with an upper-second degree or above rose from 53.0% to 58.8%. The figures for employment-based initial teacher training trainees were 39.0% and 56.9% respectively.²²

25. Nevertheless, it remains the case in England that “very few of the best graduates from the best universities become teachers”.²³ To some extent, the moderate rise in the degree classifications of entrants to initial teacher training may simply reflect the general increase in the proportion of students graduating with a ‘good’ degree.²⁴ Furthermore, in 2006–07, 3.4% of PgCE/PGCE and school-centred trainees had graduated with a third class degree,

17 eg see, Ev 53, paragraph C9, Ev 56, paragraph E2 (Institute of Education, University of London)

18 McKinsey & Co, *How the World's Best-performing School Systems Come Out on Top*, 2007. See also, for example, Institute for Public Policy Research, *Those Who Can?*, 2009.

19 www.pisa.oecd.org.

20 Graduate Teacher Training Registry, *Annual Statistical Report 2008*, 2009.

21 Graduate Teacher Training Registry, applicant statistics for England, August 2009.

22 TDA Performance Profiles. For 2006–07 the total number of PgCE/PGCE and school-centred trainees was 22,320; the total number of employment-based trainees was 5,230.

23 Burghes, D., Howson, J., Marenbon, J., O’Leary, J. and Woodhead, C. (ed–Sheila Lawlor) *Teachers Matter: recruitment, employment and retention at home and abroad. The report of the Politeia Education Commission*, 2009.

24 Smithers, A. and Robinson, P. *The Good Teacher Training Guide 2009*.

2% with a pass degree. The figures for employment-based trainees were 4.9% and 6.5% respectively.²⁵

26. In addition, there is an ongoing problem regarding the relevance of trainees' existing qualifications to the subjects that they wish to teach. For example, nearly half of successful applicants to physics PgCE/PGCE courses do not possess a physics degree, but typically an engineering or general science degree. Of those, only about a fifth will have undertaken a subject knowledge enhancement course prior to commencing their initial teacher training programme. Yet, once qualified, these trainees will be required to teach physics up to Key Stage 3 (pupils aged 11–14), and many of them up to Key Stage 4 (pupils aged 15–16).²⁶ A 2006 study conducted for the Department showed that 24% of teachers teaching mathematics were not specialists in that subject.²⁷ This is not just a problem in shortage subjects: a 2007 study, also conducted for the Department, showed that 21% of teachers of English did not hold any related post-A-level qualification.²⁸

27. In many subjects there continues to be a high ratio of acceptances to applications for PgCE/PGCE courses. This indicates the limited scope that initial teacher training providers have to reject applications, even at a time when applications to teaching are booming. In 2007–08, for secondary PgCE/PGCE programmes the acceptance rate for mathematics was 65%, for chemistry and ICT 68%, for physics 69% and for modern foreign languages 70%. This compares to acceptance rates for history of 41%, for English of 45%, and for primary programmes of 44%.²⁹ It follows that these latter trainees will be better qualified and have qualifications that are more relevant to the subject that they wish to train to teach. In 2007–08, just 43.5% of modern languages trainees, 42.6% of mathematics trainees and 38.9% of ICT trainees held a first or upper-second class degree. By contrast, 77.8% of history trainees and 73.1% of English trainees held a first or upper-second class degree.³⁰

28. The sometimes poor academic calibre of teachers is of concern with regard to the status of the teaching profession and the quality of teaching. There is also some evidence to suggest that low entry qualifications are linked to failure to complete initial teacher training successfully in the first place. Figures show that in mathematics and ICT over a fifth of trainees failed to complete their training successfully, while for more popular subjects like history less than one in ten did not complete.³¹

29. For these reasons, within the evidence that we received there was some appetite for improving the academic calibre of entrants to teaching.³² A number of proposals were put to us to this end, which we discuss below. While it is important to recognise that academic

25 TDA Performance Profiles. For 2006–07 the total number of PgCE/PGCE and school-centred trainees was 22,320; the total number of employment-based trainees was 5,230.

26 Ev 294, paragraph 9 (Institute of Physics)

27 Moor, H., Jones, M., Johnson, F., Martin, K., Cowell, E. and Bojke, C. *Mathematics and Science in Secondary Schools: the deployment of teachers and support staff to deliver the curriculum*. DfES Research Report 708, 2006.

28 Charles, M., Marsh, A., Milne, A., Morris, C., Scott, E. and Shamsan, Y., *Secondary School Curriculum and Staffing Survey 2007*, DCSF Research Report 026, 2008.

29 HC Deb, 20 April 2009, col 491 c290-2W,

30 Smithers, A. and Robinson, P. *The Good Teacher Training Guide 2009*.

31 Smithers, A. and Robinson, P. *The Good Teacher Training Guide 2009*.

32 Ev 52, paragraph C1 (Institute of Education, University of London); Qq 116, 118 (Professor Husbands)

qualifications are not the only attribute required by teachers, most commentators maintain that they are of central importance—that without high intellectual calibre even high quality skills will be less effective.

Raising the academic calibre of teachers

Entry requirements

Skills tests

30. A number of initial teacher training providers commented on what they saw as the questionable value of the TDA's skills tests in literacy, numeracy and ICT, which trainees must pass by the end of their training.³³ These tests were introduced in 2001 and relate mainly to teachers' professional practice outside the classroom. The literacy test requires trainees to show that they can spell correctly, punctuate texts, understand and analyse the kind of texts that teachers encounter in their professional reading, and recognise where writing does not conform to standard English, where it fails to make sense, or where the style is inappropriate. The numeracy test covers the three areas of mental arithmetic, interpreting and using statistical information, and using and applying general arithmetic. The ICT test covers various applications, including word-processing, spreadsheets, databases, email, and the internet. The tests are pitched somewhere between GCSE and A-Level standard.

31. Training providers were concerned about the amount of time devoted to passing the tests. Perhaps more worrying is the decision to allow trainees to take the tests as many times as they need to pass them. The average number of times that it takes a trainee to pass the literacy test and the numeracy test has actually risen in recent years—from 1.14 to 1.4 times and from 1.28 to 1.49 times respectively between 2000–01 and 2005–06. It would appear that a small number of extreme cases have pushed up the average: alongside these general figures, research by Freedman and others cites the example of one trainee who needed 19 attempts to pass the literacy test and another who took 28 attempts to pass the numeracy test.³⁴ The study argues that it is not acceptable that trainees who appear to struggle with basic literacy and numeracy to this extent should be able to qualify to teach. In 2007–08, 3,760 trainees had to re-sit the literacy test once, 2,490 re-sat the test two or more times; 3,260 trainees had to re-sit the numeracy test once; 3,480 re-sat the test two or more times.³⁵

32. It is essential that there is in place a robust mechanism for ensuring that entrants to the teaching profession have a sound grasp of literacy, numeracy and ICT skills. It is clear that the Training and Development Agency's skills tests are not at present providing a sufficiently high hurdle in this regard. We recommend that the tests be made an entry requirement for initial teacher training, rather than an exit requirement, with a maximum of just two attempts at each test permitted. We considered the option

33 Ev 213, paragraph 5 (Professor Andy Goodwin, University of Reading); Ev 323, paragraph 11 (School of Education, University of Northampton)

34 Freedman, S., Lipson, B. and Hargreaves, D., *More Good Teachers*, Policy Exchange, 2008. See also, HC Deb, 12 October 2009, col 238W.

35 HC Deb, 12 October 2009, col 238W.

of raising the GCSE entry requirements for teacher training (English and mathematics, and, for primary teachers, science), from grade C to grade B. We concluded that a suitably robust skills test would suffice in ensuring that trainees had good literacy and numeracy skills.

Undergraduate initial teacher training

33. It was suggested to us that another means of raising the academic calibre of teachers might be to discontinue or reposition mainstream undergraduate initial teacher training programmes.³⁶

34. Most of these programmes now take the form of BA/BSc with Qualified Teacher Status programmes, as opposed to BEd programmes. Presentationally at least, this addresses the criticism that the BEd has little currency in the wider graduate labour market and could therefore disadvantage those who study for a BEd and subsequently wish to leave the teaching profession. It is also the case that some at least *request* relatively competitive entry qualifications (eg grades BBB at A-level). It remains the case, however, that the academic qualifications of entrants to these programmes are relatively low. In effect, they are functioning as an access route into higher education. This is particularly the case for the mainstream undergraduate programmes that train teachers for secondary schools.

35. The minimum qualifications required for entry onto mainstream undergraduate initial teacher training programmes are GCSE grade C in English language and mathematics (and, for primary trainees, science), and two A-levels or equivalent.

36. Data show that, in 2007–08, for 7.9% of entrants the highest qualification on entry was a General National Vocational Qualification (GNVQ) or an Access qualification.³⁷ Other data confirm that those on secondary programmes were typically poorly qualified. Overall, only around half of these trainees had two A-levels. For English the figure was 77.8%, for physical education 57.5%, for design and technology 38.9%, and for science 31.1%.³⁸

37. In its evidence to us the Universities' Council for the Education of Teachers³⁹ was a strong defender of mainstream undergraduate initial teacher training, arguing that this provision is particularly advantageous for those who want to teach in primary school, who must train in a number of subjects and learn to relate to younger children. It noted TDA research showing that 70% of senior leadership teams in primary schools value teachers with these qualifications precisely because of their more in-depth initial training.⁴⁰ These concerns were reflected in comments by both the Geographical Association and the

36 Qq 59, 60 (Professor Husbands). See also: Furlong, J., *Initial Teacher Education—ten questions*, Cambridge Assessment Parliamentary Seminar, 10 February 2009; Furlong, J. et al, *Review of Initial Teacher Training Provision in Wales*, report for the National Assembly for Wales, 2006; Freedman, S., Lipson, B. and Hargreaves, D., *More Good Teachers*, Policy Exchange, 2008.

37 HC Deb, 29 October 2009, Col 613W. Access courses can be a way into university for adults aged 19 or over who have no formal qualifications. Their purpose is to demonstrate the student's ability to study at higher education level. Subject-specific Access courses, including Access to Teaching, are available.

38 Smithers, A. and Robinson, P. *The Good Teacher Training Guide 2009*.

39 UCET acts as a national forum for the discussion of matters relating to the education of teachers and professional educators, and to the study of education in the university sector. Its members are UK universities and colleges of higher education involved in teacher training.

40 Ev 75–76

Association for Physical Education that the one-year postgraduate programmes (ie Professional/Postgraduate Certificate in Education) were inadequate for those training to teach as primary teachers, often providing these trainees with just six hours' training in each subject.⁴¹ The National Union of Teachers called for the contraction in mainstream undergraduate initial teacher training places seen over the past decade to be reversed, and for greater financial incentives to be allocated to these programmes so as to allow potential teachers to choose the training route that is right for them.⁴² However, the Universities' Council for the Education of Teachers itself recognised the need for entry qualifications to these programmes generally to improve.⁴³

38. Many countries in Europe use a 'concurrent' training model—ie teacher training combined with a degree in another subject. These programmes are usually longer and recruitment to them more competitive than for most mainstream undergraduate initial teacher training programmes in England.⁴⁴ If adopted in England, such programmes would require similar entry qualifications to subject degrees but would harness the enthusiasm of those committed to a career in teaching from the start of their undergraduate degree. They could therefore be expected to attract intending BEd and BA/BSc with Qualified Teacher Status students who had stronger qualifications, as well as, for example, some students who would currently opt to complete an undergraduate degree and a Professional/Postgraduate Certificate in Education on the basis of the perceived higher status of those qualifications. It is likely that the repositioning of undergraduate initial teacher training in this way would lead to some contraction in the number of trainees on these programmes, but the resources thereby released could be used to support other high quality routes into teaching.

Postgraduate initial teacher training

39. In order to apply for a place on a postgraduate initial teacher training programme a candidate must hold GCSEs at grade C or above in English language and mathematics (and, for primary trainees, science), and a UK undergraduate degree or recognised equivalent.

40. There is some question as to the feasibility of raising these entry requirements. As outlined earlier, a higher proportion of postgraduate employment-based trainees than mainstream trainees have just a third class or pass degree. As the principal role of employment-based programmes is to address teacher shortages—referred to by the TDA as a “safety-valve”⁴⁵—this signals the risk that raising entry requirements would harm recruitment. Figures for 2006–07 show that if the degree entry requirement for postgraduate initial teacher training had been set at a lower-second class degree or above, this would have barred about 1,800 of the trainees who were accepted that year. Note, though, that the drop-out rate among this group of trainees would have been relatively high compared to better qualified trainees, lessening the loss linked directly to the raising of entry requirements.

41 Ev 288, paragraph 19; Ev 309, section e

42 Ev 83, paragraph 52

43 Ev 76

44 Beard, R., *Content and Quality of Teacher Education across Europe*, Council of Europe, 2007.

45 Q 235

41. Having examined the level of entry qualifications that trainees bring to both under- and post-graduate initial teacher training programmes, we are clear that the bar must be raised across the board. It is of great concern to us that those with no A-levels, or those with just a pass degree can gain entry to the teaching profession.

42. The entry qualifications for undergraduate programmes for those wanting to train to be secondary teachers are particularly low. We recommend that funding for these programmes be discontinued.

43. The entry requirements for undergraduate programmes for those wanting to train to be primary teachers should be raised. These programmes should be designed so that there is parallel development in subject and initial teacher training components. They should provide rigorous preparation in both subject knowledge and education.

44. The entry qualifications that postgraduate trainees bring to initial teacher training programmes must be improved—substantially so in some subject areas. We recognise that continuing recruitment difficulties may prevent the Department and the Training and Development Agency from simply raising entry requirements overnight. Nonetheless, we would like to see access to postgraduate initial teacher training programmes restricted to those with at least a lower-second degree as soon as possible. The Department must take concerted action to make a career in teaching a much more attractive option for high-achieving graduates. This should be with a view to moving, in time, to higher entry requirements still—to an upper-second degree or above.

Training routes

45. There was very strong support, across all those who submitted evidence to our inquiry, for retaining a diversity of training routes. This support stemmed principally from the recognition that ‘non-mainstream’ routes, including distance-learning, school-centred, and employment-based initial teacher training, have removed many of the barriers to entry to the teaching profession, most notably for career changers.⁴⁶ At the same time, variations on these models, especially Teach First, were felt to have brought other benefits, such as helping to change perceptions of the status of the teaching profession.⁴⁷

46. There was, though, some caution as regards the further diversification of initial teacher training. This concerned the difficulty of quality assuring a number of different routes.⁴⁸ As Mike Younger, Head of the Faculty of Education at the University of Cambridge remarked, “...diversity of routes does not justify diversity of quality or diversity in standards of provision”.⁴⁹

46 eg Ev 53, paragraph C5 (Institute of Education, University of London); Ev 110, paragraph 11 (Association of School and College Leaders); Ev 117, paragraph 35 (NASUWT); Ev 226, paragraph e (Mike Younger, Head of the Faculty of Education, University of Cambridge); Ev 237, paragraph 3.9, Ev 238, paragraph 4.3.1 (National Association of School-Based Teacher Trainers); Ev 256, paragraph 2.3 (Institute of Education, Manchester Metropolitan University); Ev 273, paragraph 11 (Guild HE); Ev 288, paragraph 13 (Geographical Association); Ev 294, paragraph 11 (Institute of Physics)

47 Q 71 (Professor Husbands)

48 eg Ev 214, paragraph 9 (Professor Andy Goodwyn, University of Reading); Ev 333, paragraph 9 (Wellcome Trust)

49 Ev 226, paragraph e

School-centred initial teacher training

47. The evidence that we received suggested that school-centred provision has been valuable in attracting a wider range of individuals to a career in teaching, and that much of this provision is of high quality. It has been well-received by Ofsted and by trainees themselves.⁵⁰ Accordingly, we were disappointed that this route still accounts for a relatively small proportion of training places (4% in 2007/08). **We recommend that the Department and the Training and Development Agency for Schools explore the potential for increasing the number of school-centred initial teacher training places.**

Employment-based initial teacher training

48. By contrast, Teach First provision aside, the quality of employment-based initial teacher training remains very mixed. A 2005 Ofsted report concluded that around 50% of this provision failed to comply with basic requirements and that training was poor for around a fifth of these trainees.⁵¹ In a 2007 report Ofsted found that employment-based provision, while strong on classroom management and pupil behaviour, was weak compared to mainstream provision in its coverage of the application of subject knowledge to teaching, assessment and evaluation.⁵² This finding was reflected in more recent inspection outcomes for employment-based provision.⁵³

49. Employment-based initial teacher training is to be welcomed as a means of enabling high calibre career changers to join the teaching profession. However, any significant expansion of employment-based initial teacher training should take place only once Ofsted is confident of the general quality of these programmes.

50. At present, school-centred and employment-based initial teacher training accounts for 15% of training places. We believe that expanding the proportion of these training places to around 30% should be feasible in the medium term, taking into account the issue of capacity within the schools system to offer high quality training.

51. A particular issue in relation to employment-based initial teacher training is its very practical nature. One trainee who we met in the course of our inquiry, although very enthusiastic about her training, said that she would have liked more theoretical input, “even just a few days” of such input. This sentiment has been reflected in wider research.⁵⁴ Training providers pointed out that, in this regard, employment-based routes could have longer-term implications for the health of the teaching profession as a whole:

50 Ev 236, paragraph 2.6 (National Association of School-Based Teacher Trainers); Ev 244, paragraph 4.2.2 (Ofsted). See also, Ofsted, *The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2007/08*, November 2008, paragraph 189; Hobson, A. J. et al, *Becoming a Teacher: student teachers' experience of initial teacher training in England*, DfES Research Report 744, 2006; TDA, *Results of the newly qualified teacher survey 2008*.

51 Ofsted, *An employment-based route into teaching: an overview of the first year of the inspection of designated recommended bodies for the Graduate Teacher Programme 2003/04*, HMI 2406, January 2005.

52 Ofsted, *An employment-based route into teaching 2003–06*, HMI 2664, January 2007.

53 Ofsted, *The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2008/09*, November 2009.

54 eg Hobson, A. J. et al, *Becoming a Teacher: student teachers' experience of initial teacher training in England*, DfES Research Report 744, 2006.

Some teachers trained via new ‘school based’ routes ‘don’t know what they don’t know’. If more teachers are trained through such...routes this deficit could apply to a larger portion of the profession. We believe there is a danger of a self-perpetuating cycle of teacher ignorance if training is cut off from the [higher education institution’s] expertise, training experience and research which is not available to schools.⁵⁵

...school-based pathways can diminish opportunities for trainees to develop as critically-reflective practitioners and to be exposed to a wider range of pedagogy and whole-school practices. The importance of partnership between schools and [higher education] providers contributing according to their strengths should be established.⁵⁶

52. Some training providers do require their employment-based trainees to attend lectures and workshops delivered as part of Professional or Postgraduate Certificate in Education programmes (PgCE/PGCE); some have structured their employment-based training so that it confers a PgCE or PGCE qualification.⁵⁷ This increases the theoretical input that these employment-based trainees receive, but such arrangements are by no means universal. The additional benefit of holding a PgCE or PGCE is that it qualifies the trainee to teach overseas, something that employment-based programmes do not in themselves do.

53. Consideration should be given to how employment-based trainees could improve their understanding of the theoretical underpinnings of teaching practice. We recommend that all employment-based trainees be entitled to complete a Professional/Postgraduate Certificate in Education as part of their initial training.

55 Ev 256, paragraph 2.4 (Institute of Education, Manchester Metropolitan University)

56 Ev 323, paragraph 15 (School of Education, University of Northampton). See also, Ev 268, paragraph 6 (National Centre for Excellence in the Teaching of Mathematics)

57 Ev 259, paragraph 4 (Dr John Oversby, University of Reading)

3 Equipping teachers with high quality initial training

Accountability and quality assurance

Current arrangements

54. A central task for the TDA is securing high quality initial teacher training. It does this by accrediting training providers and by allocating training places on the basis of quality (as indicated by a provider's Ofsted grading).⁵⁸ Ofsted inspects providers against the centrally-prescribed requirements for initial teacher training (see Appendix 1), focusing on the management and quality assurance of systems and processes, the quality of the training provided, and the standards achieved by trainees (ie successful completion of their training programme and progression to employment).⁵⁹

55. The TDA is required to allocate initial teacher training places on the basis of quality by law. Accordingly, it has sought to concentrate places in providers who achieve the top grades in Ofsted inspections. To this end, the TDA gives greater priority for additional places, and greater protection against reductions in places, to the top-rated, 'A' or 'B' category providers. By 2008–09, 34% of mainstream primary places were allocated to category A providers, 63% to category B providers. For mainstream secondary places the figures were 38% and 56% respectively.⁶⁰ The Government has stated that it will “aim to raise further the quality of [initial teacher training], by increasing year-on-year the numbers and proportion of students taking places with top rated (category A) [providers]”.⁶¹

56. In order to uphold these arrangements, the TDA is also able to send providers 'notes of potential non-compliance' wherever provision is deemed not to meet the Secretary of State's requirements for provision.⁶²

Impact

Local autonomy and innovation

57. The TDA is clear that these mechanisms have been crucial for raising the quality of initial teacher training:

This direct link between quality and [initial teacher training] allocations, allied to a robust procedure for handling non-compliance, provides a powerful market

58 Ev 174, paragraphs 3, 6 (TDA)

59 Ofsted, *Framework for the inspection of initial teacher education 2008–11*, HMI 080129, July 2008.

60 Data supplied by the TDA.

61 Cabinet Office, *Working Together: public services on your side*, March 2009.

62 TDA, *Professional Standards for Qualified Teacher Status and Requirements for Initial Teacher Training* (Revised 2008).

incentive for individual ITT providers to ensure that they maintain and improve the quality of their provision.⁶³

Training providers agreed that, as a result of these arrangements, the overall quality of provision has improved. However, they also took the view that in raising the floor in relation to the quality of initial teacher training the TDA has at the same time lowered the ceiling.⁶⁴ Providers complained that provision has become increasingly uniform and conformist, with implications for trainees and trainers alike. Professor Andy Goodwyn, University of Reading, commented that:

Whatever the benefits of the combined accountability measures of TDA standards and Ofsted inspections, one outcome has been to steadily and markedly reduce autonomy in [initial teacher training]. As well as narrowing the experience of trainees this has made [initial teacher training] a much less attractive career.⁶⁵

58. Another training provider elaborated on the notion that accountability arrangements are encouraging uniformity around a narrow conception of initial teacher training, training that produces teachers who “know how but not why”:

The current [initial teacher education] system is risk-averse and tends towards a compliance-model, heavily shaped by the demands of the Standards for [Qualified Teacher Status], the requirements for partnership, and the regulatory hand of Ofsted. It can lead to a very technicist approach to teacher education which prepares trainees for the immediate demands of English classrooms under current policy frameworks, but leaves them ill-equipped to cope when policy changes. The response of many secondary English teachers to the scrapping of the [Key Stage 3] tests is testament to this: teachers, whilst deploring the tests, have been trained to teach them and in their absence have been unsure what to do in their place.⁶⁶

59. In part to address these kinds of concerns, the TDA has introduced ‘innovation status’, whereby consideration by Ofsted of a provider’s innovative practice would not jeopardise that provider’s Ofsted grading. Yet, this initiative is not seen by providers as having supported local autonomy—presumably because the other requirements on providers remain in place. Manchester Metropolitan University was one provider to complain that those responsible for delivering training still do not feel secure in taking forward distinctive approaches:

Although training quality has improved, there is now very little variety between providers and anxiety over daring to innovate or ‘break the mould’. There is a fear of being penalised by a TDA/Ofsted inspection and standards regime which leaves little scope for creativity, except at the margins of the training experience. When providers

63 Ev 175, paragraph 15

64 Q 109 (Professor Husbands)

65 Ev 213, paragraph 2

66 Ev 9, paragraph 3.0 (School of Education, University of Exeter). See also, TDA, Strategic Research Report—*What TDA research is telling us about the quality of NQTs in England*, October 2008, paragraph 11.

have been supported to innovate by the TDA, some have quickly experienced critical scrutiny and ‘consultation’ which serves as a quasi inspection.⁶⁷

60. One suggestion to emerge from the evidence to our inquiry was that the TDA could now think about reducing its hold on provision—for example, by retaining the standards for Qualified Teacher Status but relaxing some of the other stipulations, such as the length of school placements. This would be to enhance provider autonomy, but also to enable the system as a whole better to respond to wider policy change (eg the Every Child Matters agenda, or the 14–19 reforms).⁶⁸

61. We are concerned that the extent of centrally-prescribed requirements for initial teacher training provision, and the way in which Ofsted assesses compliance with them, are having a deadening effect on initial teacher training. We call on the Department and the Training and Development Agency to take urgent steps to minimise the regulatory burden on providers and to encourage genuine local autonomy to respond to wider policy change.

Supporting high-quality subject teaching

62. Since 2003 Ofsted’s inspection of initial teacher training provision has concentrated almost entirely on quality assurance arrangements at provider level, rarely looking at individual training programmes on a subject-by-subject basis. In response to this shift some subject associations pointed to the sometimes poor correlation between provider quality and programme quality. Along with others they also voiced their disappointment at the consequent loss of Ofsted’s ‘database’ of findings from inspection of individual programmes. They valued the subject reports that made up the database as a source of information on what constitutes good quality teaching in a given subject area, a shared sense of what makes for good quality teaching in a given subject, or benchmarks to improve practice.⁶⁹ Some wanted to see this archive replaced with another form of cumulative observation of good subject teaching.⁷⁰ There was no suggestion in the evidence that we received that the evolution of Ofsted’s approach to inspecting initial teacher training—focusing on provider-level arrangements and, since 2008, based on providers’ self-evaluation—has reduced the burden of inspection on providers. If anything, the opposite seems to be the case.⁷¹ In the meantime, the need to improve teachers’ subject knowledge and broader understanding of effective teaching within the context of different subjects was widely felt.⁷²

63. We recommend that Ofsted conducts regular survey inspections of initial teacher training provision in specific subject areas as a means of supporting the development of

67 Ev 256, paragraph 3.1

68 Ev 214, paragraph 12 (Professor Andy Goodwyn, University of Reading)

69 Ev 287, paragraphs 3–4 (Geographical Association). See also, Ev 51, paragraph B3 (Institute of Education, University of London)

70 eg Ev 213, paragraph 1 (Professor Andy Goodwyn, University of Reading)

71 Ev 227, paragraph H (Mike Younger, Faculty of Education, University of Cambridge); Ev 273, paragraph 7 (Guild HE)

72 eg Ev 39, paragraph 27, Ev 45, paragraph 86 (General Teaching Council for England); Ev 261, paragraph 2 (Gatsby Charitable Foundation); Ev 268, paragraph 5 (National Centre for Excellence in the Teaching of Mathematics); evidence from Professor Marilyn Leask and Dr Sarah Younie, paragraph 3.1.2 (not printed)

subject pedagogies and helping to spread good practice. This should be combined with wider research on effective subject pedagogies—to inform initial teacher training as well as teachers’ early career and on-going professional development.

School placements and mentoring

Supply

64. National guidelines on the minimum length of school placements within initial teacher training programmes, intended to increase the time that trainees spent learning ‘on the job’ in school, were introduced in 1984. The length of placements was increased in 1989, to 75 days for postgraduate programmes, and to 100 days for undergraduate programmes. It was last increased in 1992 and now ranges from 90 days for primary postgraduate programmes to 160 days for four-year undergraduate programmes. As a result of these changes, Professional/Postgraduate Certificate in Education (PgCE/PGCE) trainees spend around two-thirds of their training programme on placement. In 1993, partnerships between higher education institutions and schools for the purpose of designing and delivering initial teacher training became mandatory. Since these requirements were put in place the number of trainees has risen by 40%.⁷³

65. In 2000 the Department introduced ‘Training schools’, which have been used to support the partnership model of training. The majority of departments within a training school are required “to be involved in initial teacher training” over a 3-year period, which includes hosting placements. There are currently around 214 training schools.⁷⁴ More generally, the TDA has promoted the benefits to schools of contributing to initial teacher training and has provided various incentives to encourage schools to become involved. From 2002–06 the TDA’s National Partnership Project provided funding for mentor training and supported the sharing of best practice in mentoring and of mentors across schools. From 2006–09 the TDA funded ‘partnership development schools’ to work with over 600 schools to improve the quality of mentoring. From 2009 the TDA’s ‘Beyond Partnership’ consultation with ITT providers has explored future options for improving school placements.⁷⁵

66. Funding for mainstream initial teacher training programmes is allocated to higher education institution providers, which then make a payment to their partner schools towards the costs of supporting the trainee while on placement. These payments are normally on a per capita basis and the size varies from one provider to the next, though they typically range from £500–£600 for primary schools and £800–£1,200 for secondary schools. In the case of PgCE/PGCE trainees this equates to around £6.60 and £10 per day respectively. As one point of comparison, the daily rate for hosting social work trainees is £18 for organisations in the statutory sector and £28 for those in the voluntary sector—though this amount is not always offered.⁷⁶

73 Ev 177, paragraph 32 (TDA)

74 TDA, *Training School Core Benchmarking*, November 2008.

75 HC written answer, 18 May 2009, col 1248W

76 Children, Schools and Families Committee, Seventh Report of Session 2008–09, *Training of Children and Families Social Workers*, HC 527-I, paragraph 102.

67. While more places have become available, training providers are clear that difficulties remain. This is particularly so in urban areas, where there is strong competition for placements and where a high turnover of school staff generates instability.⁷⁷ Successful schools can be reluctant to participate for other reasons. As one provider observed: “All too often schools featuring highly in ... league tables are reluctant to take on trainees because they perceive that they might damage children’s education in some way”. This provider also suggested that such schools are “intolerant of students who are struggling”.⁷⁸ Poor supply of placements can result in added pressures for trainees, who can find themselves travelling some distance to their placement schools.⁷⁹

68. One solution to the problem of schools’ reluctance to participate in training partnerships might be to allocate funding to schools rather than to higher education institutions, leaving schools to buy-in the services of their chosen higher education institution. However, we were warned that it might not be a cost-effective approach at this time:

You could work like that, but what you would probably end up with is vast orders of transaction costs, as you would have separate contracts with every secondary department or primary school. The cost of running it would be disproportionate. ...
...clusters [between higher education institutions and schools] might emerge, and you would probably end up pretty much where you are now.⁸⁰

69. An alternative approach would be to use inspection as a lever. Most higher education training providers who submitted evidence to our inquiry noted that, while they are required to work in partnership with a school, schools are under no obligation to participate in a training partnership, and they called for that responsibility to be more evenly shared.⁸¹ In place of the TDA’s efforts to build schools’ commitment to participating in training partnerships, they wanted to see participation made a requirement for a school to receive the top grade in Ofsted inspections.⁸²

70. The TDA was reluctant to take such an approach. The Agency’s Chief Executive, Graham Holley, commented:

We have thought about whether we should require schools to become involved in providing partnership placements and therefore more mentors, but the trouble is that you then end up with pressed men. It is much better, if we can, to build desire and expectation among schools, so that they want to become involved in [initial

77 Ev 54, paragraph D4 (Institute of Education, University of London); Q 90 (Professor Husbands)

78 Ev 324, paragraph 25 (School of Education, University of Northampton)

79 Ev 85, paragraph 77 (National Union of Teachers); Ev 107, paragraph 16 (Association of Teachers and Lecturers)

80 Q 91 (Professor Husbands)

81 Ev 214, paragraph 14 (Professor Andy Goodwyn, University of Reading); Ev 253, paragraph 16 (Universities UK); Evidence from Professor Marilyn Leask and Dr Sarah Younie, paragraph 5.3.3 (not printed)

82 Ev 9, paragraph 3.2 (School of Education, University of Exeter); Ev 14, paragraph 4.3 (Universities Council for the Education of Teachers); Ev 227, paragraph j (Mike Younger, Faculty of Education, University of Cambridge); Ev 256, paragraph 2.7 (Institute of Education, Manchester Metropolitan University); Ev 275, paragraph 22 (Guild HE); Ev 324, paragraph 25 (School of Education, University of Northampton)

teacher training] and mentoring willingly, because through that energising of the system, it becomes a core element of their own school's improvement.⁸³

The question is perhaps one of how long such an approach will take to bear fruit. In the meantime, the potential benefits to schools of participating in a training partnership, where the partnership is one of equals, are clear. The following comments from training providers illustrated the positive outcomes of partnership:

Schools welcome the fresh thinking, new ideas and approaches and vitality that students bring to departments and the life of the school. They have access to and knowledge of a wider pool of talented young teachers than would otherwise be possible. We know from feedback, for example, that much of the research and practice-based inquiry undertaken by students in schools directly benefits [those schools].⁸⁴

Our partner schools...report repeatedly that being involved in educating the new generation of teachers is excellent professional development for them as teachers and ensures that their own teaching continues to develop.⁸⁵

Many schools will also go on to recruit teachers who have completed a training placement with them.⁸⁶

71. Given the potential benefits to schools, it is not acceptable that, over 15 years after the formalisation of partnership working between higher education institutions and schools, some higher education training providers can still find it difficult to secure a sufficient number of placements for their trainees. Accordingly, we are of the view that the time has come to take firmer action to address this problem. **We recommend that schools be required to participate in a training partnership if they are to receive the top grade in their Ofsted inspections. Such a requirement obviously places a much stronger onus on higher education institution partners to be fully responsive to the needs of the schools that they work with if partnerships are to be secured over the longer-term. Equally, if schools are to be required to participate in an initial teacher training partnership then they should receive a more appropriate share of the resources than they do at present.**

Quality

72. In commenting on the preparation of trainees to teach pupils with learning difficulties and disabilities, Ofsted indicates the importance of high quality school placements, where trainees are fully supported in all aspects of their learning, and where such training is current:

Trainees' competence depends very much on their experience in partnership schools, and trainees' relative weaknesses often reflect the practice in the schools where they

83 Q 214

84 Ev 326 (Graduate School of Education, University of Bristol)

85 Ev 9, paragraph 3.2 (School of Education, University of Exeter). See also, Ev 111, paragraph 27 (Association of School and College Leaders); Q 92 ; Ofsted, *The Logical Chain: continuing professional development in effective schools*, HMI 2639, July 2006, paragraph 31.

86 Q 93 (Dr Keay)

are placed. ... Even the best providers could not compensate fully for weaker input from schools.⁸⁷

A reflection of this finding, trainees surveyed as part of the DCSF-funded longitudinal study, the *Becoming a Teacher* project, referred to placements as a 'lottery',⁸⁸ as did those trainees with whom we met as part of our inquiry (see Annex 2).

73. In order to address the variable quality of the mentoring that trainees receive while on school placement, the TDA has issued guidance on the role of teacher mentors and, as outlined above, has funded mentor training.⁸⁹ Mentoring is also included in the core professional standards for teachers. Despite this, mentoring of trainees is still not seen as a central requirement of all teachers, as it is, for example, for the medical profession. Instead, the mentoring of trainees is sometimes done by relatively inexperienced teachers, who typically undertake the role for just a few years.⁹⁰ Elsewhere, teachers complain of a lack of time to undertake mentoring or to train for the role.⁹¹ An indication of the extent of such difficulties, Ofsted found that even Teach First, which puts considerable effort into supporting its teacher mentors, struggles in this respect:

...not all the teacher mentors had the understanding or skills to fulfil their role to a high standard; others lacked the time they needed to carry out their role effectively. This meant that some trainees did not reach the levels of competence of which they were capable. University staff helped to compensate for any emerging weaknesses in subject training.⁹²

74. Teaching needs to be a learning profession. A vital aspect of this is teachers reflecting on their own practice and supporting colleagues. In particular, good quality mentoring for trainee teachers, and newly qualified teachers, should be of the highest priority.

75. We recommend that those who mentor trainees on school placement should have at least three years' teaching experience and should have completed specific mentor training. Involvement in mentoring should be made a more explicit criterion with regard to teachers' career progression.

Teacher trainers

76. If the performance of a school system is determined by the quality of its teachers, then the initial teacher training system is influenced by the quality of the teacher training

87 Ev 243, paragraph 3.5.2c

88 Hobson, A. J. et al, *Becoming a Teacher: student teachers' experience of initial teacher training in England*, DfES Research Report 744, 2006.

89 www.tda.gov.uk

90 Ev 55, paragraph D7 (Institute of Education, University of London); Ev 244, paragraph 4.4.1 (Ofsted); Ev 260, paragraph 9 (Dr John Oversby, University of Reading); Ev 321, paragraph 6 (Department of Education and Professional Studies, Kings College London); Ev 324, paragraph 27 (School of Education, University of Northampton)

91 Ev 107, paragraph 13 (Association of Teachers and Lecturers); Ev 321, paragraph 6 (Department of Education and Professional Studies, Kings College London)

92 Ofsted, *Rising to the Challenge: a review of the Teach First initial teacher training programme*, HMI 070170, January 2008, p 5.

workforce. As Professor Andy Goodwyn of the University of Reading commented, “It is axiomatic that [initial teacher training] needs to attract highly talented people who can inspire and develop future generations of teachers”.⁹³

77. Others observed that, in the context of the current drive by the Department to establish teaching as a masters-level profession, teacher trainers must be similarly qualified.⁹⁴ The policy emphasis on research-informed teaching across higher education and on research-informed practice among school teachers raises similar considerations.⁹⁵ Central to supporting each of these policies is to have higher education tutors who are themselves engaged in research and who make use of that work to inform their own teaching.⁹⁶

78. At present, the majority of teachers are trained in higher education institutions that are not research-active to any significant degree. In many of the prestigious research-intensive education departments ‘dual-track’ staffing arrangements are in place: research-active lecturing staff tend to disengage from initial teacher training in order to concentrate on research and doctoral supervision, leaving teacher training to colleagues with least experience or to local teachers and advisers who are ‘bought in’ with research funds.⁹⁷ This is reflected in the nature of contracts for teacher training staff. A survey of teacher training posts advertised in 2008 found that, of 65 jobs, nearly half were temporary posts and a quarter were hourly paid temporary posts.⁹⁸

79. This practice does little to build any long-term capacity within initial teacher training.⁹⁹ In 2004, working with Universities UK and Guild HE, the TDA did propose a ‘new blood scheme’ to fund a number of lectureships and doctoral places. In part, this was with a view to addressing the ageing teacher training workforce—by 2003–04 nearly 70% of academic staff in education departments were over the age of 46, 22% over the age of 56.¹⁰⁰ It was also intended to support the sustainability of subject knowledge expertise and the quality of practice-based research. These plans were deferred following an unsuccessful funding bid, and no further progress has been made with them to date.¹⁰¹ Other initiatives aimed at supporting research-informed teaching have focused on generating web-based resources (eg the *Teacher Training Resource Bank* and the *Teacher Education Bibliography*).¹⁰²

80. The evidence showed that providers of initial teacher training struggle to attract high quality teacher training staff. This is due in part to improved salaries and career

93 Ev 214, paragraph 15 (Professor Andy Goodwyn, University of Reading)

94 Ev 215, paragraph 20.4 (Professor Andy Goodwyn, University of Reading); evidence from Professor Marilyn Leask and Dr Sarah Younie, paragraph 1.3.4 (not printed)

95 Ev 177, paragraphs 36–37 (TDA); Ev 213, paragraph 2, Ev 214, paragraph 15 (Professor Andy Goodwyn, University of Reading)

96 Ev 320, paragraph 24 (School of Education, University of Northampton)

97 Ev 341 (Professor Robin Alexander, Director of the Cambridge Primary Review)

98 See, Furlong, J., *Initial Teacher Education—ten questions*, Cambridge Assessment Parliamentary Seminar, 10 February 2009.

99 Ev 214, paragraph 15 (Professor Andy Goodwyn, University of Reading)

100 Mills, D., Jepson, A., Coxon, T., Easterby-Smith, M., Hawkins, P. and Spencer Mills, J. *Demographic Review of the UK Social Sciences*, 2006, Economic and Social Research Council.

101 Ev 254, paragraph 21 (Universities UK)

102 www.ttrb.ac.uk; www.tlrp.org/teg/

opportunities for school teachers, which have made the move into teacher training less attractive. Meanwhile, a significant proportion of the current cohort of teacher trainers is nearing retirement age. It is of fundamental importance, and an urgent priority, that all relevant parties address these trends.

81. We recommend that the Department take forward a ‘new blood scheme’ for initial teacher training. This should fund lectureships and doctoral places with a view to maintaining the expertise of the teacher training workforce.

82. Higher education institutions are important in bringing rigour and status to initial teacher training. With this in mind we were disappointed that their research-active staff do not make a greater contribution to training provision. We recommend that the Training and Development Agency and Ofsted pay greater attention to this aspect of provision when accrediting and inspecting initial teacher training providers. Providers’ arrangements for developing the research skills and profile of other teacher training staff should also be taken into consideration.

83. There is a need to raise the status of school teachers who are involved in delivering initial teacher training in schools (including but not limited to mentoring). We recommend that a nationally recognised ‘clinical practitioner’ grade is introduced. These staff should have a formal attachment to a higher education institution.

4 Early career teachers

Attrition of qualified teachers

84. One analysis of the figures on trainee/teacher retention shows that in 2006–07, across mainstream, school-centred and employment-based initial teacher training, nearly 30% of trainees did not go on to take up a teaching post: 15% of trainees dropped out of their training programme; 13% dropped out of teaching between gaining Qualified Teacher Status and taking up a teaching post.¹⁰³ Other data suggest that of every 100 students recruited onto initial teacher training programmes, only 56 are teaching (in a maintained school) five years after qualifying.¹⁰⁴

85. In addition, there is evidence that a disproportionate number of better qualified teachers migrate to the independent schools sector. At present, it is possible to teach in this sector without having achieved Qualified Teacher Status or registering with the General Teaching Council for England. Nevertheless, in 2006, independent schools recruited 1,125 teachers straight out of training and 2,009 experienced teachers from the maintained sector. Although these amount in any one year to only a small proportion of the 440,000 serving teachers overall, they still represent a deduction from the annual flows of new teachers trained at the state's expense.¹⁰⁵ It is also important to consider which teachers are choosing or moving to the independent sector. Research suggests that nearly 30% of independent school teachers come from the leading universities as ranked by the major league tables, compared with 11% in the maintained sector. They are seven times more likely to have graduated from Oxbridge and five times more likely to hold a PhD. They are much more likely to have a degree in the subject they are teaching, particularly in the case of mathematics and physics teachers.¹⁰⁶

Expectations of newly qualified teachers

86. Within the evidence that was submitted to us it was generally felt that current initial teacher training programmes, especially those of just one year's duration, are too short and too overloaded to serve as an effective preparation for teaching. Various topics, all of them fundamental to teaching practice, were highlighted to us as being inadequately covered through initial training, including assessment, behaviour management, child development, equality and diversity, practical work inside and outside the classroom, special educational needs, subject knowledge, and working with parents.¹⁰⁷ On this basis, there was some support for developing a two-year Professional/Postgraduate Certificate in Education

103 Smithers, A. and Robinson, P., *The Good Teacher Training Guide 2008*. See also, Qq 210–212

104 Ev 52, paragraph C4 (Institute of Education, University of London)

105 Green, F., Machin, S., Murphy, R. and Zhu, Y., *Competition for Private and State School Teachers*, Centre for the Economics of Education, 2008.

106 Smithers, A. and Tracey, L., *Teacher Qualifications*, Sutton Trust, 2003.

107 Ev 39, paragraph 33 (General Teaching Council for England); Ev 107, paragraph 15 (Association of Teachers and Lecturers); Ev 230, paragraph 9 (Afasic); Ev 234, paragraph 5 (Treehouse); Ev 247, paragraph 16 (Multiverse); Ev 248, paragraph 3.2 (National Deaf Children's Society); Ev 263, paragraph 18 (Gatsby Charitable Foundation); Ev 328 (Tavistock and Portman NHS Foundation Trust); evidence from the Field Studies Council, paragraph 11 (not printed); evidence from the National Foundation for Educational Research, paragraph 3.2.4 (not printed). See also, Children, Schools and Families Committee, Fourth Report of Session 2008–09, *National Curriculum*, HC 344, paragraphs 94–97.

(PgCE/PGCE) programme, albeit with recognition that the extra cost of such a programme might not be attractive to intending trainees, especially in the context of student fees.¹⁰⁸ There was also a call for all employment-based programmes to move to a two year format.¹⁰⁹

87. Given such concerns, it is clear that the expectations of newly qualified teachers under current arrangements for initial teacher training (on the part of schools, newly qualified teachers' mentors and newly qualified teachers themselves) remain too high.¹¹⁰ As a corollary to this, expectations regarding the need for newly qualified teachers to engage in further training and development remain too low. The result is less effective teachers, as well as the loss of teachers from the profession:

The present system makes too little provision for formal teacher development for new teachers... By the time the teacher is established in schools, the habit of study gained on their pre-service course has been lost. Enculturation into teaching as a survival activity then takes over for too many.¹¹¹

The best [mathematics] teachers learn their craft the hard way over many years—by working to master their subject, by struggling to understand their pupils' difficulties, by reflecting critically on the effect of their teaching, and by developing approaches which prove to be effective. Thanks to the bureaucratic desire to certify teachers as “qualified” immediately after Initial Teacher Training, most teachers never begin this extended process: their ITT courses are rushed, and most of what is covered has no soil in which to take root—so is washed away in the deluge of their first years in teaching. So instead of mastering a serious and important craft, most adopt various substitute “strategies for survival”.¹¹²

It is assumed that new teachers are trained following pre-service courses and are largely left to deal with issues on their own in their classrooms. Many new teachers struggle, feel undermined and consequently leave the profession.¹¹³

We outline below existing support arrangements for newly qualified teachers.

Existing arrangements for the support and induction of newly qualified teachers

88. The Department introduced statutory induction arrangements for newly qualified teachers in 1999. The TDA issued guidance for teachers who act as induction mentors in

108 Ev 213, paragraph 3 (Professor Andy Goodwyn, University of Reading); Ev 279, paragraph 26 (University of Birmingham); Ev 294, paragraph 13 (Institute of Physics); evidence from Professor Marilyn Leask and Dr Sarah Younie, paragraph 1.4.2 (not printed)

109 Ev 84, paragraph 66 (National Union of Teachers)

110 Ev 214, paragraph 11 (Professor Andy Goodwyn, University of Reading); Ev 263, paragraph 20 (Gatsby Charitable Foundation); Ev 268, paragraph 7 (National Centre for Excellence in the Teaching of Mathematics); Ev 294, paragraph 13 (Institute of Physics)

111 Ev 260, paragraph 11 (Dr John Oversby, University of Reading)

112 Ev 222 (Dr Gardiner, University of Birmingham)

113 Ev 264, paragraph 31 (Gatsby Charitable Foundation)

2001.¹¹⁴ In 2003 it launched the Career Entry Development Profile, through which trainees are encouraged to reflect on and record their development needs at the end of their initial training and at the start and end of their induction.¹¹⁵

89. Induction for newly qualified teachers takes place over three school terms. It includes a personalised programme of professional development and support, and assessment against the core professional standards for teachers.¹¹⁶ The programme of professional development is designed by the trainee and his/her induction tutor. It should reflect:

- the development priorities identified by the trainee and their initial teacher training provider towards the end of his/her training as part of the Career Entry Development Profile process;
- the core professional standards; and
- the demands of the specific post in which the newly qualified teacher is starting his/her career.

In order to complete their induction newly qualified teachers receive:

- a 10% reduction in their teaching timetable (this is in addition to the statutory 10% ‘planning, preparation and assessment’ time);
- ongoing support from an induction tutor;
- observation of their teaching at least twice a term; and
- regular reviews and, at the end of each of the three terms, formal assessment.¹¹⁷

90. At present, responsibility for the monitoring and support of trainees rests with the training provider until the trainee takes up his/her first post. It then passes, with variable success, to the school and local authority. Failure to offer trainees a smooth transition from initial training to the induction year and into the early years of their teaching career is a widely held criticism of existing teacher training arrangements. The move from initial training to induction was described by one witness as like “falling off the edge of a cliff”.¹¹⁸ Ofsted itself identifies this as a “major weakness” in teacher training.¹¹⁹

91. A particular problem lies with the Career Entry Development Profile. The DCSF-funded *Becoming a Teacher* project found that a third of the teachers surveyed did not feel that the Profile provided a useful link between initial training and induction, or that it had

114 Teacher Training Agency, *The Role of Induction Tutor: principles and guidance*, updated 2003.

115 TDA, *Career Entry and Development Profile 2009/10*, 2009.

116 TDA, *Professional Standards for Teacher: core standards*, 2007.

117 www.tda.gov.uk; TT 43, paragraph 47

118 Q 78 (Professor Husbands). See also, Q 150 (Dr Keay; Sarah Stephens)

119 Ev 245, paragraph 5.1.3

been used effectively to organise their induction year.¹²⁰ The TDA intends to review the document in 2010.¹²¹

92. The teacher unions also note the failure of schools to provide a significant minority of newly qualified teachers with the non-contact time to which they are entitled. Research by the National Union of Teachers suggests that 15% of newly qualified teachers do not receive their entitlement to a reduced teaching timetable, and that 21% do not receive their entitlement to planning, preparation and assessment time.¹²² Those who do may find that their time with their mentor is concentrated in blocks at the school's convenience, rather than being evenly spread throughout the year.¹²³

93. As for trainees on school placement, the quality of mentoring is mixed. This is despite the aforementioned 2001 TDA guidance, which emphasises the need for mentors to have a clear understanding of their role, access to professional development to fulfil the role effectively, and support from their school in terms of enabling them to work with their newly qualified teacher(s) on a regular basis. As Sarah Stephens, Director of Policy at the General Teaching Council for England, observed:

...the status and support for mentoring in this profession—the contribution of peers to the professional formation of their colleagues—are really not yet fully developed.there is still a lot more to be done in terms of capability building in the whole area of mentoring, on which induction relies so significantly.¹²⁴

Newly qualified teachers may be reluctant to complain about the quality of their induction experience, especially if they have secured a permanent post with the school.

94. Other initiatives recently put forward by the TDA with a view to improving the support and retention of teachers in the maintained sector include the piloting diagnostic tools (eg psychometric testing) designed to help training providers identify those applicants with the right 'soft' skills and qualities to be effective teachers and to manage the pressures of teaching.¹²⁵ It also includes the piloting of face-to-face, telephone and e-mentoring for early career mathematics and science teachers.¹²⁶

95. We are concerned that the Training and Development Agency's efforts to improve the transition of trainees from their initial training to their induction year do not in themselves address the 'front-loaded' nature of teacher training. We would like to see changes that embed a perception of newly qualified teachers as 'novice' teachers with much learning still to complete, and who require close supervision by teaching colleagues who are experienced mentors.

120 Hobson, A. J. et al, *Newly Qualified Teachers' Experiences of their First Year of Teaching: findings from Phase III of the Becoming a Teacher Project*, DCSF Research Report 008, 2007.

121 Q 213

122 Q 124. See also, Hobson et al, *Newly Qualified Teachers' Experiences of their First Years of Teaching: findings from Phase III of the Becoming a Teacher project*, DCSF Research Report 008, 2007.

123 Q 123 (John Bangs)

124 Q 151

125 Qq 216, 217

126 HC Deb, 18 May 2009, col 1248W

Proposals to improve support

96. Several of those who submitted evidence to our inquiry commented on the need for a training and induction process that spanned three to five years. Others specifically noted practice in other professions, some calling for the piloting of models allied to the internships used in the medical and legal professions. Such approaches were felt to build in opportunities to access a wider knowledge and experiential base prior to full professional registration.¹²⁷

Registration

97. At present, once trainee teachers have successfully completed their initial teacher training programme they are qualified to teach; they also automatically transfer from being provisionally registered with the General Teaching Council for England to being fully registered. Newly qualified teachers must then meet the core professional standards for teachers by the end of their induction year, after which they are confirmed as fully registered to teach. The head teacher makes a final recommendation as to whether the teacher has met the core standards and maintained the Qualified Teacher Status standards. Should a newly qualified teacher fail to complete his/her induction the Council will register that he/she is no longer eligible to be employed as a teacher in a maintained school. One means of emphasising the learning that newly qualified teachers must still complete would be to change current registration arrangements so that trainees remained provisionally registered to teach until they had met the core standards. Keith Bartley, Chief Executive of the General Teaching Council for England, suggested that such a relatively simple step would have a profound and positive effect.¹²⁸

98. It is notable that, despite the deficiencies in relation to current arrangements for the induction year, between 2000 and 2008 only 259 newly qualified teachers (0.12%) failed their induction. The Council received 104 potential induction appeals. Of the 72 induction appeals heard, the outcomes were as follows:

Allowed	3
Dismissed	32
Extension of induction by 1 term	6
Extension of induction by 2 terms	15
Extension of induction by 3 terms	16

127 Ev 39, paragraph 27 (General Teaching Council for England); evidence submitted by Dr Anne Jasman, University of Hertfordshire, paragraph 9 (not printed). To take the example of medical training, following medical school the student takes up a junior doctor post and completes the two-year Foundation Programme. This generic training programme forms the bridge between medical school and speciality/general practice training. Much of the training is assessed through observation and feedback. The junior doctor moves through two grades—Foundation Year 1 and Foundation Year 2. It is only on completion of Foundation Year 1 that the doctor becomes fully registered with the General Medical Council. After Foundation Year 2 the doctor takes up a specialty registrar/GP specialty registrar post, training in a specialist area and developing the skills and knowledge needed for that specialty. It takes six to eight years to attain all the professional qualifications and experience required to become a consultant or general practitioner and work without supervision (see www.gmc-uk.org).

The remainder were either withdrawn by the appellants or the appropriate body decided to change its original decision.¹²⁹

99. We have already indicated that schools' management of and input into the induction year needs to improve. We have also emphasised that newly qualified teachers must not be regarded as 'the finished article'. **To signal the importance of the induction process we recommend that trainees should remain provisionally registered with the General Teaching Council for England until they have successfully completed their induction year, only then gaining full registration to teach.**

Expectations regarding further training

100. As outlined in the introductory chapter to this report, the standards for Qualified Teacher Status form part of a framework of professional standards that cover the whole of a teacher's career (Qualified Teacher Status, Core, Post-threshold, Excellent Teacher, and Advanced Skills Teacher). To access each career stage/type of post a teacher will need to demonstrate that he/she has met the relevant standards. A teacher seeking to cross the threshold would be assessed by his/her head teacher. A teacher seeking Excellent Teacher or Advanced Skills Teacher status would need to apply for a related post and be assessed through an external assessment process.¹³⁰ In each case the teacher could list any professional development that he/she had undertaken in support of his/her assessment. However, apart from those for Qualified Teacher Status, the standards are not linked to any specific training or qualifications.

101. A small number of those who gave evidence to us suggested that newly qualified teachers are under considerable pressure without taking on award-bearing training, or that these teachers have insufficient experience to make the most of such provision.¹³¹ There is, though, some evidence of an appetite among early career teachers for formal training. This includes data on the TDA's 'postgraduate professional development programme', an initiative that enables any teacher to apply for a subsidised place on eligible programmes at masters-level or above. It is estimated that one in 15 full-time teachers were engaged in such study in 2007–08. TDA figures show that, of the teachers accessing these programmes, 15% were newly qualified teachers and 50% were in the first nine years of their teaching career.¹³² A review of the postgraduate professional development programme conducted for the TDA—to which some of those who submitted evidence to us drew our attention—shows a recent significant increase in the number of newly qualified teachers registering for the programme. It ascribes this to the opportunity for trainees on Postgraduate Certificate in Education programmes, since 2007, to gain masters-level credits as part of their initial training. This, in turn, has encouraged providers to offer provision that is more tailored to the needs of new teachers, or to link modules to the induction year itself.¹³³

129 Ev 151

130 TDA, *Professional Standards for Teachers (Core)*, 2007.

131 Q 142 (John Bangs); Ev 239, paragraph 5.3 (National Association of School Based Teacher Trainers)

132 Data supplied by the TDA

133 Seaborne, P., *A Longitudinal Review of the Postgraduate Professional Development of Teachers*, report for the TDA, September 2009, paragraphs 19–21, paragraph 52.

102. The same study notes that not all schools see the benefit of such training in the induction year, regarding it as a distraction from “getting to grips with teaching”. Nevertheless, the study found “...many good examples of the impact of [Postgraduate Professional Development] on [newly qualified teachers] in helping them prepare for a career in teaching, and particularly in helping them [to reach the core standards and encouraging them to continue to engage in reflective practice]”. The study finds that, where programmes are suitably designed for the early years of teaching, “Increasingly, schools have recognised the value of early postgraduate study in developing [newly qualified teachers’] confidence, knowledge, understanding and insights in carrying out their professional duties...”.¹³⁴

The Masters in Teaching and Learning

103. A potentially significant change with regard to support and professional development for early career teachers is the drive to make teaching a masters-level profession through the introduction of the Masters in Teaching and Learning.¹³⁵ From September 2010 the Masters in Teaching and Learning will be offered free to teachers in their first five years of teaching, initially in the North West and for newly qualified teachers and heads of department elsewhere working in challenging schools.¹³⁶ The qualification is designed to “integrate with and build on induction”; newly qualified would commence the training at the earliest in the summer term of their induction year.¹³⁷

104. The Masters in Teaching and Learning is intended to be a personalised, ‘practice-based’ programme, led by higher education institutions and delivered mainly in schools. The TDA has worked in collaboration with the Department and relevant representative bodies to develop the national framework for the qualification. It will have three phases:

Phase 1	Phase 2	Phase 3
Core provision, based on an initial diagnosis, focuses on developing skills of enquiry and use of evidence, and on an induction to professional practice in the school context.	Core provision, to broaden and embed the participant’s professional knowledge, skills and understanding within their own context. Covers: 1) teaching and learning, including personalised learning, and assessment for learning; 2) subject knowledge for teaching, and curriculum and curriculum development; 3) how children and young people develop, including behaviour management and inclusion; and 4) leadership and management, and working with others in and beyond the classroom.	Specialist programme, provides learning opportunities to deepen professional knowledge and understanding, strengthen skills in specialist areas, and provide a pathway through to the next stage of professional development.

www.tda.gov.uk

134 Ibid, paragraphs 19–21.

135 DCSF, *Being the Best for Our Children: releasing talent for teaching and learning*, March 2008.

136 Reasons for the initial roll-out in the North West include that this region recruits a relatively large proportion of NQTs each year, and has a wide range of school contexts, including schools in challenging circumstances.

137 TDA, *The Masters in Teaching and Learning (MTL)*, September 2009.

105. The qualification is expected to take approximately three years to complete. Schools will receive funding to cover the costs of non-contact time for participants and the teaching colleagues who will coach them. Higher education institutions will validate the programme as masters-level provision and provide a tutor for each participant, who will have a lead role in assessing the participant's progress.¹³⁸

106. The Department and the TDA have ascribed various purposes to the Masters in Teaching and Learning. These include raising the status of the teaching profession, and embedding a culture of professional development and peer group learning. They also include supplementing the relatively short initial training programmes that the majority of teachers complete, and improving teacher retention by offering teachers additional support in the early years of their teaching career.¹³⁹

107. Ministers expect all teachers to have the opportunity to undertake the Masters in Teaching and Learning in time, though no timetable has been set for the subsequent expansion of the initiative. There are no plans to make the Masters in Teaching and Learning compulsory, and there will be no direct link between achieving the qualification and pay and progression decisions.

108. Concerns noted to us regarding the Masters in Teaching and Learning included that, should the programme become mandatory for all teachers by default, it could become a requirement for career progression rather than a driver for improved teaching.¹⁴⁰

109. The quality and status of this qualification in comparison to other masters programmes was also questioned, including by the recently qualified teachers with whom we met. On this matter, some training providers cautioned against too narrow a focus in the Masters in Teaching and Learning on existing practice in the teacher's school:

If we went down the very practical school-based route and did not really engage externally, my worry would be that we would go into an ever-decreasing circle of, "This is what works in our school and this is how we do it in our schools."¹⁴¹

Several of the teachers who we met suggested that they would prefer to be able to choose from a full range of relevant masters programmes, such as a subject-specific education masters or a leadership and management masters (see Annex 2).

110. A further concern was that the Masters in Teaching and Learning could result in funding being diverted away from the postgraduate professional development programme, which in fact includes subsidies for practice-based masters programmes akin to the Masters in Teaching and Learning. The evidence suggests that it would be unfortunate if funding was diverted in this way.¹⁴²

138 Ibid.

139 Ev 178, paragraph 42; Ev 195, paragraph 63

140 Ev 41, paragraph 59

141 Q 155 (Dr Keay)

142 Ev 15, paragraph 5.4 (Universities Council for the Education of Teachers); Ev 179, paragraph 51 (TDA); Ev 254, paragraph 23 (Universities UK); Ev 275, paragraph 27 (Guild HE). See also, Seaborne, P., *A Longitudinal Review of the Postgraduate Professional Development of Teachers*, report for the TDA, September 2009, paragraph 76.

111. We strongly support the principle of establishing teaching as a masters-level profession, as well as the notion that newly qualified teachers should have the space to continue their training and development.

112. If it is to be credible and worthwhile the Masters in Teaching and Learning must be a demanding qualification that has a demonstrable impact on a teacher's effectiveness—and not allowed to become an easy milestone for career progression.

113. The introduction of the Masters in Teaching and Learning must not restrict the access that newly qualified and early career teachers have to other qualifications at masters level or above.

114. While we do not believe that the Masters in Teaching and Learning should be compulsory, we would like to see introduced much stronger incentives for teachers to complete a relevant qualification at masters level or above. We recommend that this is achieved by putting in place a single national framework for teachers' professional development, through which professional standards are linked to specific qualification requirements/accredited training and to salary progression. We elaborate on this recommendation in the following section of our report.

5 Professional development

The importance of professional development

115. As noted earlier, there is now substantial evidence that teacher quality is the most important variable in determining how much pupils learn. Improving the quality of those entering the profession is important, but the effects of this will take some time to work through the system. Accordingly, it is also necessary to increase the quality of teachers already in post. Recent research has demonstrated the significant impact that professional development can have on teacher effectiveness—often as much as an extra six months of pupil progress per year.¹⁴³

TDA role

116. The TDA took on central responsibility for co-ordinating professional development for teachers in 2006.¹⁴⁴ Compared to the strong control that the Agency has over initial teacher training provision, its role in relation to professional development is relatively hands-off. As Graham Holley explained, this is largely because professional development is funded out of schools' own budgets:

In [initial teacher training], we have been able to extract large improvements working with the sector in partnership, not least because we could use the money levers and put in funding in order to drive up quality. In schools, our role is to stimulate intelligent and informed demand for good [continuing professional development].¹⁴⁵

117. The evidence that we received, along with a 'state of the nation' research study commissioned by the TDA,¹⁴⁶ points to a number of fundamental problems regarding professional development for teachers. These concern the process by which teachers' professional development needs are identified through the performance management process, as well as teachers' access to and the quality of professional development provision.¹⁴⁷

143 eg Saunders, W. M., Goldenberg, C. N., and Gallimore, R., Increasing achievement by focusing grade level teams on improving classroom learning: A Prospective, Quasi-experimental Study of Title 1 Schools, *American Educational Research Journal*, 46 (4), 2009, pp 1006–1033.

144 This activity has been complemented by the work of the National College for Leadership of Schools and Children's Services, which was established in 2000 as the National College for School Leadership. Originally principally focused on the development of leadership skills among headteachers, the NCSL now has a much wider portfolio of provision, covering leadership skills throughout schools, including, for example, among middle leaders. As its name change suggests, it has also taken on responsibility for leadership training in relation to children's services. This part of the College's remit includes providing leadership training for current and aspirant local authority Directors of Children's Services (see, Ev 302; www.nationalcollege.org.uk).

145 Q 224 (Graham Holley)

146 Pedder, D., Storey, A. and Opfer, V. D., *Synthesis report: schools and continuing professional development (CPD) in England—State of the Nation research project*, October 2008.

147 Q 125 (Mary Bousted). See also, Ev 40, paragraph 47 (General Teaching Council for England); Ev 215, paragraph 17 (Professor Andy Goodwyn, University of Reading); Ev 325 (School of Education, University of Northampton)

Improving take-up of professional development

Strategic management of professional development at school level

118. The TDA has put in place various central frameworks designed to help schools manage the development of their teaching staff. This includes the Framework of Professional Standards. It also includes a revised performance management framework. Introduced in 2007, this is intended to encourage schools to link the performance management processes, the professional standards, the professional development needs of the teacher, and the professional development needs of the school as a whole. The framework has also put in place stronger links between performance management and progression and pay.¹⁴⁸

119. These structures have generally been welcomed as a step towards a more systematic approach to professional development. However, there is still some way to go in ensuring that the implementation of the performance management process and the strategic management of professional development is effective across all schools. The aforementioned study suggests that in some case the links between the different components “appear symbiotic”, in other cases “dislocated”.¹⁴⁹ These findings were reflected in the evidence that we received, with provision described as “patchy”.¹⁵⁰ Tim Benson, a primary school head teacher and representative of the National Association of Head Teachers, remarked that “Without a doubt, it is a developing model...”.¹⁵¹

Access

120. Lack of time and resources, and, on occasion, concerns about the quality of supply teachers are important barriers to teachers pursuing development opportunities.

121. The ‘state of the nation’ study notes that the level of spending on professional development across schools ranges from 0.25%–2.5% of budget. It was suggested to us that the variation is more marked—ranging from 0.25% to 10–15%. The TDA attributed some of this discrepancy to how narrowly or broadly a school defined professional development.¹⁵² It suggested that a more reliable estimate would be that around 2% or 3% of schools’ baseline budgets is being spent on professional development (equating to between £600 million and £900 million a year).¹⁵³ DCSF data put the figure at 0.5%.¹⁵⁴

122. There were calls for funding for professional development to be ring-fenced within school budgets. Dr Keay of the University of Roehampton commented that:

148 www.tda.gov.uk

149 Pedder, D., Storey, A. and Opfer, V. D., *Synthesis report: schools and continuing professional development (CPD) in England—State of the Nation research project*, October 2008. See also, Q 152 (Dr Keay)

150 Q 125 (Chris Keates)

151 Q 125 (Tim Benson). See also, Q 152 (Dr Keay)

152 Q 158 (Sarah Stephens)

153 Q 227 (Graham Holley)

154 HC Deb, 7 December 2009, cc150-1W.

The teachers who access [continuing professional development] with us tell us that the amount of investment in their CPD is variable. For some of them there is very little. They have to pay to go on their own courses. The money...for CPD needs ring-fencing. It does not need to go down to individual teachers because you then lose the corporate power, but it does need ring-fencing.¹⁵⁵

It appears that the problem is not restricted to the purchase of external input into professional development provision. For example, the newly qualified teachers with whom we met reported that their schools did not encourage the sharing of teaching practice among their staff, and that they would have very much welcomed more opportunities to shadow and learn from colleagues (see Annex 2).

123. Elsewhere, it was suggested that spending on professional development should be both ring-fenced and more clearly accounted for through school self-evaluation and inspection.¹⁵⁶ The Association of School and College Leaders stated that funding for professional development should not be ring-fenced but did not elaborate on why.¹⁵⁷ There was no strong sense that teachers wanted to be allocated funding directly for their professional development, or that this would be an effective approach.¹⁵⁸

124. We believe that the specification of a minimum level of spending on professional development (as a percentage of the school's overall budget) would support wider efforts to embed a culture of professional development within the schools workforce. We recommend that such ring-fencing of funds is put in place at the earliest opportunity.

125. In September 2009 the 'only rarely' cover policy was introduced. This places limits on the number of times that schools can ask a teacher to cover for absent colleagues.¹⁵⁹ **We are very concerned that an unintended consequence of the 'rarely cover' policy will be to restrict teachers' access to professional development. The Department should monitor the impact of the policy in this regard.**

Effectiveness

126. The General Teaching Council for England notes that particular approaches to professional development "are more likely to be effective and result in changes in teaching that positively impact on the learning, behaviour and achievement of pupils". Citing systematic reviews of research conducted over several years, it points to the following features as being characteristic of effective approaches to professional development: having a clear focus on pupil learning; involving teachers in identifying their needs; using coaching and mentoring; including observation, feedback and collaborative working; and providing opportunities for research and reflective practice, and for modelling preferred

155 Q 160

156 Evidence submitted by Dr Anne Jasman, University of Hertfordshire, paragraph 15 (not printed). See also, Ev 315, paragraph 9 (National Science Learning Centre); Ev 333, paragraph 14 (Wellcome Trust)

157 Ev 98, paragraph 127 (National Union of Teachers); Ev 112, paragraph 45 (Association of School and College Leaders)

158 Q 147 (Chris Keates)

159 Workforce Agreement Monitoring Group, *Rarely Cover Implementation Process Guidance*, April 2009.

practice.¹⁶⁰ Related studies also point to the value of high-quality external input into such activities.¹⁶¹

127. The establishment of such a consensus regarding effective professional development provision is relatively recent. For the time being, in-school workshops or seminars, themselves based around lectures, presentations and discussions, remain the mainstay of teachers' professional development. Often characterised by passive learning that is not connected to the research literature or to the teacher's classroom practice, and with no follow-up, such provision is less likely to improve practice.¹⁶² As indicated above, we received evidence to suggest that more informal school-based professional development, such as shadowing colleagues, is not yet exploited as much as it could be across all schools.

Quality assurance

128. Award-bearing professional development provision for teachers is subject to rigorous quality assurance. The predecessor to the TDA's postgraduate professional development programme, the award-bearing INSET programme, was inspected through Ofsted; the impact of postgraduate professional development provision has been monitored through small-scale studies and provider reports.¹⁶³ Other relevant award-bearing provision offered by higher education institutions (eg subject-based masters programmes) will fall under the remit of the Quality Assurance Agency—though the hallmark for this provision will be academic quality rather than its direct impact on improving teacher effectiveness.

129. However, relatively few teachers participate in accredited courses. For non-award bearing provision, of which there are thousands of providers, there has been little quality control other than 'word of mouth'.¹⁶⁴ The TDA has sought to rectify this problem by launching a database of such provision, catering for teachers and other members of the children's workforce in schools.¹⁶⁵

130. The database is intended to be a source of easily accessible information about the professional development opportunities on offer. It allows users to compare provision, which they can purchase directly from providers. Since launching the database in autumn 2009 the TDA has added a new user registration feature, enabling those who make use of the site to give a star rating to and comment on provision that they have participated in. The TDA intends this facility to help others to choose the most suitable opportunities for them and help providers to refine what they offer to better meet the needs of users.¹⁶⁶

160 GTCE, *Continuing Professional Development of Supply Teachers: messages and issues from a research study and the GTC survey of teachers*, October 2009.

161 See Q 141 (John Bangs)

162 Pedder, D., Storey, A. and Opfer, V. D., *Synthesis report: schools and continuing professional development (CPD) in England—State of the Nation research project*, October 2008.

163 Seaborne, P., *A Longitudinal Review of the Postgraduate Professional Development of Teachers*, report for the TDA, September 2009.

164 See, for example, Q 133

165 www.tda.gov.uk/cpd

166 www.cpdsearch.tda.gov.uk/

131. Sarah Stephens of the General Teaching Council for England commented that, to support informed take up of provision, the database will be reliant on teachers being able to evaluate the impact of the provision that they have accessed, and to judge what constitutes ‘high impact’ professional development. She suggested that such understanding is not yet secure across the profession.¹⁶⁷ Ofsted has noted that evaluation of the impact of professional development activity is poorly developed within some schools.¹⁶⁸

132. While the TDA does not endorse any of the opportunities on the database, it insists that providers adhere to a code of practice. The code sets out guiding principles and requirements in relation to the promotion, planning, delivery, monitoring, and assessment and evaluation of provision. The guiding principles explicitly refer to the research evidence on the value of collaborative and sustained professional development and of supporting reflective practice. The TDA will monitor adherence to the code through an independent evaluation of a sample of providers and provision.¹⁶⁹

133. While we welcome the Training and Development Agency’s efforts to improve the standard of professional development provision, particularly non-award bearing provision, through its database of provision we are not convinced that this will offer a sufficient block on ineffective provision—characterised as “death by PowerPoint” by one of our witnesses.

Licence to practise

134. It is in this context—of patchy implementation of new performance management arrangements, less than universal access to professional development opportunities, including informal school-based provision, and only recently introduced systems for supporting informed purchase of training provision—that the Department intends to introduce a licence to practise for teachers. Initial roll out of the licence to practise, covering newly qualified teachers, is due to commence in September 2010.¹⁷⁰

135. The Department announced its intention to introduce a licence to practise for teachers in the “21st Century Schools” White Paper. The proposals have been taken forward through the Children, Schools and Families Bill. Clauses 23–25 of the Bill introduce a requirement for all registered teachers in maintained schools, non-maintained special schools, Academies, City Technology Colleges and City Colleges for the Technology of the Arts to have a licence to practise as a teacher. Regulations made under these provisions will establish a licensing system through which registered teachers may apply for and be issued with a licence to practise. The licence will be renewable on a periodic basis (the White Paper suggested every five years) where a teacher demonstrates that they continue to meet the provisions for the issue of a licence. Regulations will set out when such a licence may be granted or refused, renewed or withdrawn. Regulations will give registered teachers a right

167 Q 153 (Sarah Stephens); see also, Q 174

168 Ofsted, *The Logical Chain: continuing professional development in effective schools*, HMI 2639, July 2006.

169 TDA, *Code of practice for providers of continuing professional development (CPD)*, 2009; www.cpdsearch.tda.gov.uk.

170 DCSF, *Your child, your schools, our future: building a 21st century schools system*, June 2009, Cm 7588 paragraph 6.23.

of appeal against decisions to refuse or grant or renew a licence or withdrawal of a licence.¹⁷¹

136. The “21st Century Schools” White Paper indicated that the licence would be linked to an entitlement to professional development, but did not elaborate.¹⁷² The earlier *New Opportunities* White Paper had similarly stated that, “We will explore...options for linking together an individual’s possible entitlement to [continuing professional development] with a ‘licence to teach’ on the lines of other high-status professions with a requirement to maintain high-level professional skills”.¹⁷³

137. The teaching profession in England is unusual in not yet having a licence to practise system. Most other professions, including the dentistry, legal, medical, nursing and social work professions—and the teaching profession in the majority of other countries—have a licence to practise system of some sort that requires practitioners to complete particular training and/or a set number of hours of professional development. Such a system was recently introduced for further education teachers in England, requiring them to complete 30 hours (or pro-rata equivalent) of professional development each year in order to remain registered to teach. These systems are variously applied in order to provide a basic level of public assurance, enhance the status of a profession, raise standards of practice, or address under-performance. To provide three examples, doctors are required to renew their licence to practise every five years, nurses and social workers to renew their licence every three years.¹⁷⁴

138. The teacher unions were quick to point out to us that it is inappropriate to impose such a requirement on teachers in the midst of the kind of developments and gaps that we have already outlined.¹⁷⁵ Some were of the view that a licence would simply duplicate existing performance management arrangements.¹⁷⁶ They were, though, supportive of introducing some form of active registration for teachers who have taken a lengthy break from teaching.¹⁷⁷ The Association for School and College Leaders was more sympathetic to the arguments for a licence to practise, seeing it as a potential means of providing public assurance and of re-professionalising the teaching profession.¹⁷⁸

139. Sarah Stephens of the General Teaching Council for England indicated that a licence to practise system could encourage schools to increase their spending on professional development and raise the standing of the teaching profession. However, she also pointed to the likely considerable cost and bureaucracy of running such a system for the 550,000 registered teachers in England. She noted the difficulty of devising a system that does more

171 Explanatory Notes to the Children, Schools and Families Bill [Bill 8 (2009–10)—EN], paragraph 122.

172 DCSF, *Your child, your schools, our future: building a 21st century schools system*, June 2009, Cm 7588, paragraph 6.12.

173 Cabinet Office, *New Opportunities: fair changes for the future*, 2009, paragraph 4.25.

174 www.gmc-uk.org; www.nmc-uk.org; www.gsc.org.uk. See also, Ev 136–146 (General Teaching Council for England)

175 Qq 129, 133

176 Q 130

177 Q 130

178 Q 135

than just provide a level of public assurance, one that has a positive impact on the quality of teaching and learning.¹⁷⁹

140. A related role for licence to practise systems is addressing under-performance. The 2007 McKinsey report notes that most top-performing school systems, as well as championing the development of training routes that attract high flyers to teaching, "...also recognise that they will make mistakes, and have developed processes to remove low-performing teachers from the classroom soon after appointment".¹⁸⁰ In England, over the past eight years just 0.12% of newly qualified teachers failed their induction year. The General Teaching Council for England has judged only 46 teachers to be incompetent over the same period.¹⁸¹ Ofsted estimates that 5% of teachers could be described as poor performers,¹⁸² while Her Majesty's Chief Inspector of Schools, Christine Gilbert, has voiced concerns that the procedures for dismissing underperforming teachers are too cumbersome.¹⁸³

141. There is some indication, though it is not clear, that the Department intends the proposed licence to practise system to 'weed out' poor performers from the teaching profession.¹⁸⁴ Jon Coles, Director General for Schools at the Department, himself conceded that implementation of the proposal in a way that both raises standards and addresses under-performance would be challenging:

I think you are rightly saying that there is a big implementation issue about the licence to teach. If it is implemented in a way which says that people must go on a certain number of courses every year and fill in the forms and submit a portfolio, which is convincing on paper but says nothing about their teaching practice, it will not work. Therefore the job of implementation is to make sure that this is a real and effective way of making sure that those who are effective in the classroom, whose skills are up to date and who teach well every lesson, every day, are relicensed, and those who fall short of those professional standards are not relicensed.¹⁸⁵

The Director General pointed to the performance management process as a means for schools to address instances of under-performance.¹⁸⁶

142. We believe that members of the teaching profession in England should be required to hold a licence to practise, and to renew that licence on a regular basis.

179 Qq 154, 159; Ev 41, paragraphs 51–54

180 McKinsey & Co, *How the World's Best-performing School Systems Come Out on Top*, 2007.

181 eg "Row over GTCE plans to recycle 24,000 failing teachers", *Times Online*, 2 May 2008.

182 "Teachers need better training", *BBC News online*, 4 May 2008.

183 Oral evidence taken before the Children, Schools and Families Committee on 14 May 2008, printed as HC 70, Session 2008–09, Q 190.

184 eg oral evidence taken before the Children, Schools and Families Committee on 8 July 2009 on *School Accountability*, printed as HC 88-II, Session 2009–10, Qq 410, 413. See also, "Balls talks tough with 'licence to teach'", *Financial Times online*, 1 July 2008.

185 Oral evidence taken before the Children, Schools and Families Committee on 8 July 2009 on *School Accountability*, printed as HC 88-II, Session 2009–10, Q 412.

186 Q 264

143. **It is essential that the licence to practise is accompanied by an appropriately resourced, generous and guaranteed entitlement to professional development for teachers.** If this were not achieved, the licence to practise would be reduced to a paper exercise. It would also undermine the progress that has been made with regard to perceptions of the teaching profession and the way in which it is treated by Government—a crucial factor in attracting the best to teaching.

144. Any licence to practise system has a presumption that some practitioners will fail to meet the required standards. **We suggest that current arrangements for dismissing teachers on performance grounds are too cumbersome. The licence to practise must assist schools in weeding out poor performers from the teaching profession. We recommend that the licence to practise must itself offer, or be accompanied by, a more streamlined process for addressing under-performance.**

Bringing greater coherence to teacher professional development

145. What was striking about the evidence that we received in relation to teacher professional development was the absence of clear and recognised pathways.

146. The Department and the TDA have begun to put in place the suggestion of greater structure. For early career teachers it is now possible to follow the induction year with enrolment on the Masters in Teaching and Learning. However, the Masters in Teaching and Learning is not linked to registration or, in any direct way, to progression or pay. Longer-serving teachers are able to shape their professional development through the performance management process. It is not clear how the licence to practise will link into this process. With regard to training, teachers might choose to enrol on non-award bearing short courses, complete a postgraduate qualification through the postgraduate professional development programme, or gain masters-level credit through the General Teaching Council for England's Teacher Learning Academy.¹⁸⁷ Alternatively, they might gain 'chartered teacher' status through their subject association, the requirements for which in terms of qualification levels and length and range of experience vary.¹⁸⁸ This is not to mention 'one-off' initiatives, such as the Chartered London Teacher scheme, which offer their own set of standards for teachers.¹⁸⁹ Again, these options are not usually linked in a direct way to progression or pay (the Chartered London Teacher scheme offers a one-off payment). Furthermore, the different requirements of existing chartered teacher statuses, and the fact that these statuses have not been quality assured or warranted by a single regulatory body, means that they risk diluting the public assurance offered by chartered status.

147. **We recommend that a single, overarching 'Chartered Teacher Status' framework, linking professional development, qualifications, pay and the licence to practise, be introduced as a means of structuring teachers' career progression.**

187 The purpose of the Teacher Learning Academy (TLA) is to structure and recognise research-based professional learning conducted by a teacher in his/her school. Around 19,000 teachers have enrolled on the TLA to date. As of autumn 2009, teachers taking part in the TLA have been able to earn credit towards a masters degree. See, www.teacherlearningacademy.org.uk.

188 Ev 336, paragraph 16 (Association for Science Education); www.ase.org.uk; www.rgs.org; www.ima.org.uk.

189 See, DCSF, *Chartered London Teacher Status: guidance for teachers, head teachers, governing bodies and local authorities*, December 2007.

148. We summarise our suggested framework as follows: we envisage a system in which teachers would be provisionally registered to teach until they met the core professional standards, when they would be fully registered. In order to move to the post-threshold pay scale teachers would be required to gain Chartered Teacher Status, which would itself require a masters-level qualification in education as well as demonstration of competence against the post-threshold professional standards. Demonstration of competence against subsequent professional standards—excellent teacher and advanced skills teacher—would be linked more explicitly to completion of relevant accredited training. A ladder of different career pathways should be put in place. Prior to achieving Chartered Teacher Status teachers would renew their licence to practise on a five-yearly basis. Chartered teachers would similarly renew their status on a five-yearly basis, with Chartered Teacher Status encompassing all of the requirements of the licence to practise as well as signalling the teacher’s additional training and expertise. **We believe that our proposed Chartered Teacher Status framework would have greater potential than the status quo for establishing a clearly articulated set of expectations for teachers and progression routes. It would also offer more explicit recognition of the qualifications, training and expertise that a teacher had gained in the course of his/her career. It would, we suggest, make a profound difference to the status of the teaching profession and quality of teaching.**

149. Those who returned to teach after a significant break from the profession would return as ‘provisionally registered’ to teach, becoming fully registered once they had demonstrated that they meet the core standards or the requirements for Chartered Teacher Status.

Supply teachers

150. Supply teachers are a diverse group of practitioners, including those who are recently qualified, returning after a career break, retired or near retirement, overseas trained teachers, career supply teachers, and part-time teachers who supply teach on non-timetabled days.¹⁹⁰ These teachers work directly with schools, are hired through private agencies or are hired through local authority lists.

151. Data from the General Teaching Council for England’s register of teachers showed that, as of March 2009, 10.4% of teachers were supply teachers.¹⁹¹

152. The Department has sought to reduce schools’ use of supply teachers (eg by encouraging them to use floating teachers). It may also have anticipated that, following the remodelling of the school workforce, schools would make greater use of teaching assistants to cover short absences. In fact, there have been limited changes in the supply teacher market over the past few years, including only a slight decline in the number of ‘occasional

190 Hutchings, M. et al, *Scoping Manageable and Strategic Approaches to CPD for Supply Teachers*, May 2009.

191 GTCE, *Continuing Professional Development of Supply Teachers: messages and issues from a research study and the GTC survey of teachers*, October 2009, paragraph 1.8.

teachers’—supply teachers on placements of less than a month.¹⁹² The ‘only rarely’ cover policy could actually increase the demand for supply teachers.¹⁹³

153. Research suggests that greater use of supply teachers is associated with higher percentages of pupils eligible for free school meals and poorer performance in GCSE results.¹⁹⁴ Despite the often challenging role of supply teachers, a recent national survey found that 66% of supply teachers had not experienced any professional development activity during the preceding 12 months.¹⁹⁵ Of all the groups of teachers who responded to the General Teaching Council for England’s Annual Teacher Surveys for 2006 and 2007, supply teachers were least satisfied with their professional development. In the 2009 survey, two out of five supply teachers said that they had not engaged in any professional development activity in the past year. The same survey showed that supply teachers were significantly less likely to have engaged in any of the professional development activities asked about when compared against the main sample of teachers.¹⁹⁶

154. There are numerous barriers to supply teachers’ access to professional development. Transient and intermittent working restricts opportunities to take part in mentoring or coaching or collaborative learning and, in practice, to observe teaching and be observed. There are no systematic arrangements for performance management for these teachers. They also sit outside the usual school-based channels of communication regarding professional development opportunities. Another factor is teacher motivation: some supply teachers, especially those retired or nearing retirement, do not anticipate further development in their careers.¹⁹⁷ By far the most significant barrier appears to be financial: mainstream teachers engage in professional development in paid working time, and often the school will pay for any provision; a supply teacher would typically have to give up paid work to attend professional development, and pay for any provision that they did access.¹⁹⁸

155. Specific provision for supply teacher professional development has been minimal. In 2002 the Department published online packages of learning materials for supply teachers. These are still available on the Department’s website, though they are said to be out of date.¹⁹⁹ In the same year the Department launched the Quality Mark, which sets minimum standards for agencies and local authorities to reach in areas such as the way they recruit supply teachers and the way they manage the performance of supply teachers. In order to achieve the Mark, an agency or authority must provide evidence that they:

- solicit and record feedback on teachers’ performance from schools, including any identified development needs;

192 Hutchings, M. et al, *Scoping Manageable and Strategic Approaches to CPD for Supply Teachers*, May 2009, p 23.

193 Q 132 (Chris Keates)

194 Hutchings, M. et al, *The Recruitment, Deployment and Management of Supply Teachers in England*, DfES Research Report 738, 2006.

195 Ibid; Ev 119, paragraph 58 (NASUWT)

196 Ibid 192.

197 GTCE, *Continuing Professional Development of Supply Teachers: messages and issues from a research study and the GTC survey of teachers*, October 2009, paragraph 3.1.4.

198 See, evidence from Select Education, paragraph 3 (not printed)

199 Hutchings, M. et al, *Scoping Manageable and Strategic Approaches to CPD for Supply Teachers*, May 2009, p 75.

- provide information about professional development opportunities;
- assist and support teachers' preparation, provide/facilitate access to professional development and curriculum materials and equipment as required, and monitor teachers' needs for further development;
- contribute to the compilation of a personal portfolio of training and development for each teacher (covering training undertaken, assessments, qualifications, and appraisals); and
- provide opportunities for specific personal development for newly qualified teachers (opportunities for induction), and for overseas trained teachers (opportunities to pursue Qualified Teacher Status through employment-based training routes).²⁰⁰

156. Chris Keates, General Secretary, NASUWT, indicated that the Quality Mark was wholly inadequate for ensuring that supply teachers had access to professional development opportunities.²⁰¹ The Department recognised that the Quality Mark was not a 'silver bullet':

...obviously, it is difficult for us to determine the decisions of individual head teachers within the maintained school system about professional development, but it is harder still to determine the decisions made by private sector—very often—supply agencies. The use of the Quality Mark has been an attempt to push supply agencies towards professional development. ...some agencies are much better at this than others.²⁰²

157. Recent research suggests that private agencies have generally been more pro-active than local authorities in facilitating professional development for the supply teachers who are registered with them.²⁰³ Where agencies do this it is in order to attract and retain teachers and schools. However, the commercial incentives to provide extensive professional development opportunities are weak. The Minister for Schools and Learners, Mr Vernon Coaker MP, remarked that "...one would hope that schools, in choosing which agencies to use, may look to the Quality Mark that we give them",²⁰⁴ yet the aforementioned research found schools to be generally uninterested in whether or not an agency had gained the Quality Mark. In the meantime, most schools do not consider that they have any responsibility to provide professional development for short-term supply teachers, and only some schools support long-term supply teachers in this way.²⁰⁵

158. John Bangs, Assistant Secretary of the National Union of Teachers made a strong case for the role and status of supply teachers to be radically re-thought:

200 DCSF, *Quality Mark: Supporting quality supply teaching*, July 2002.

201 Q 132

202 Q 277 (Jon Coles)

203 For example, evidence from Select Education, paragraphs 12–15 (not printed)

204 Q 276

205 Hutchings, M. et al, *Scoping Manageable and Strategic Approaches to CPD for Supply Teachers*, May 2009, p iv.

At the moment, [supply teachers] are considered to be the afterthought, and trailing behind them is a set of received wisdom and perceptions that somehow they are the worst teachers in the system because they are supply teachers. Nothing should be further from the truth. You should be recognised within the system as being the most experienced teacher because you can take anything that the school throws at you. Whether it is a long-term or a short-term cover or whether you move from primary to secondary, you should be the best teacher in the system.²⁰⁶

Such a repositioning of supply teaching argues for action to tackle the poor arrangements for supply teacher professional development at present. This becomes all the more pressing given the decision to introduce a licence to practise for teachers. The Department has stated that supply teachers will fall within the scope of the licence to practise “as soon as is practicable”.²⁰⁷

159. There is a real problem in relation to supply teachers. They serve an essential role but remain a neglected part of the teaching workforce. The Department must bring supply teachers into the mainstream of the teaching profession.

160. Regular teachers are paid to undertake professional development during the working day, supply teachers are not. This basic inequality must urgently be addressed.

161. The Department must put in place arrangements to ensure that all supply teachers participate in annual performance reviews and are easily able to access information about professional development opportunities. The Department should also satisfy itself that all supply teachers are trained to the highest standard.

206 Q 132

207 DCSF, *Your child, your schools, our future: building a 21st century schools system*, June 2009, Cm 7588, paragraph 6.23.

6 Teachers in the early years and further education sectors

The early years sector

Early Years Professional Status and qualified teachers

162. A range of Government-funded research has shown the link between the presence of a qualified teacher in early years settings and better outcomes for the children in those settings. Accordingly, commentators argue that, from the point of view of the best interests of the child, involvement of qualified teachers should be sought for all early years settings.²⁰⁸ While this provision is in place in the maintained sector, the role of qualified teachers in early years settings in the private, voluntary and independent sector, including some children's centres, is less clear.

163. In order to improve the quality of provision in early years settings in the private, voluntary and independent sector the Government's intention is that all children's centres will be led by a graduate by 2010 and all full-day care settings by 2015, with two graduates per setting in disadvantaged areas.²⁰⁹ To this end it commissioned the Children's Workforce Development Council to design new degree-level training leading to 'Early Years Professional Status'. It is expected that those leading early years settings in the private, voluntary and independent sector will achieve this status and be employed as Early Years Professionals. In this role they would lead work on the Early Years Foundation Stage—which specifies learning outcomes as well as welfare requirements for children under the age of five—for their setting.

164. Those who achieve Early Years Professional Status are qualified to Level 6 of the National Qualifications Framework, which is an equivalent level to Qualified Teacher Status. When it was first launched, Early Years Professional Status was described as being equivalent to Qualified Teacher Status and has been described as such ever since. In his evidence to us the Minister offered little clarification, describing Early Years Professional Status as a status that “runs alongside Qualified Teacher Status standards”.²¹⁰

165. Others are less convinced that there is real equivalence between the two statuses. For example, Professor Iram Siraj-Blatchford, Institute of Education, University of London, suggests that Early Years Professionals are unlikely to lead learning as effectively as qualified teachers on the basis that the Early Years Professional Status standards relating to children's learning are only loosely specified and that the related training is not underpinned by the same level of supervision and assessment of practice as for teacher training.²¹¹

208 eg see, Q 1 (Professor Wood)

209 DCSF, *The Children's Plan: building brighter futures*, December 2007.

210 Q 280

211 The relevant EYPS standards are: Standard 4—EYPs should have knowledge and understanding of the main provision of the national and local statutory and non-statutory frameworks within which children's services work and their implications for early years settings; Standard 37—EYPs should demonstrate through their practice that

166. Ultimately, commentators fear that Early Years Professional Status could come to undermine the place of qualified teachers in early years provision—even in the maintained sector. They ask, if the Early Years Professional is supposed to lead work on the Early Years Foundation Stage in early years settings, what is there for the teacher to do?²¹² They point out that children’s centres, some of which contract with private, voluntary and independent sector providers and some of which are being established in schools, blur the distinction between the maintained and non-maintained sectors in this regard. At present, it appears that children’s centres are only required to work with a qualified teacher up to 2010.²¹³

167. A further complicating factor is that, unlike for teachers, pay and conditions for Early Years Professionals are set by the employer. A survey by the union Aspect found that Early Years Professionals typically earn £8–9 an hour, just £1 an hour more than those still working towards that status. A newly qualified teacher starts on a minimum of £16.80 an hour.²¹⁴ On the one hand, it may be that providers increasingly turn to Early Years Professionals rather than qualified teachers because of the lower costs involved, which would undermine the role of qualified teachers. On the other hand, there is anecdotal evidence that Early Years Professionals are going on to train as teachers, which seems to represent a waste of resources.²¹⁵ Of the 1,992 practitioners who had achieved Early Years Professional Status by August 2008, 40% held education degrees or other teaching qualifications at the start of their Early Years Professional Status training.²¹⁶

168. The Children’s Workforce and Development Council took the view that the requirement for maintained settings and children’s centres to employ a teacher made it difficult for Early Years Professionals to carry out their role in those settings. It regarded this as “a de facto restraint of trade against this group of professionals” and argued that over time only those with Early Years Professional Status should lead delivery of the Early Years Foundation Stage.²¹⁷

169. The Department must develop its policies in relation to early years provision in line with the findings from a range of studies, many of which it funded, showing the critical importance of qualified teachers in early years settings. We call on the Department to provide a clear statement on the respective roles of qualified teachers and Early Years Professionals in early years settings.

170. We will address in more detail the respective roles of qualified teachers and Early Years Professionals through our ongoing inquiry into children’s centres.

they can lead and support others to develop and use skills in literacy, numeracy and ICT to support their work with children and wider professional activities) (www.cwdcouncil.org.uk)

212 See, Q 10. See also, evidence submitted to the Committee’s ongoing inquiry into children centres.

213 DfES, *Sure Start Children’s Centres Planning and Performance Management Guidance*, 2006, paragraph 3.16.

214 “The poor professionals”, *The Guardian*, 28 April 2009.

215 Ev 348 (Professor Iram Siraj-Blatchford)

216 Q 18; Ev 356, paragraph 26 (Children’s Workforce Development Council)

217 Ev 352–353

Initial teacher training for early years teachers

171. Despite the contribution that qualified teachers are already making to early years settings, it was suggested to us that current arrangements for initial teacher training mean that early years/primary teachers are not being as well prepared as they could be to support younger children.

172. The TDA does not have a remit for the 0–3 age group, though it works with the Children’s Workforce Development Council on aspects of training for the 0–7 age group. Initial teacher training programmes must prepare all trainee teachers to teach across two or more consecutive age ranges and engage trainees with the age ranges immediately before and after the ones that they are training to teach. Accordingly, programmes for those training to teach the 3–5 age range should cover the Early Years Foundation Stage curriculum. They might also enable trainees to spend some time in an early years setting.

173. The evidence that we received suggested that the standards for Qualified Teacher Status were not well suited to the needs of early year/primary teachers. The following areas were identified as being inadequately covered in the standards and therefore in initial training programmes: the importance of attachment and bonding; the impact of the teaching role on young minds; child development; speaking and listening skills; play-based pedagogy; social and health issues; family and community factors; and working with parents.²¹⁸

174. Some of those who submitted evidence noted that there is currently “huge variation” across providers in the extent to which they incorporate early years issues into their training programmes.²¹⁹ They called for the modification of the Qualified Teacher Status standards and the introduction of programmes that directly covered the 0–3 age group—as opposed to simply engaging trainees with early years provision.²²⁰ This, they suggested, would improve the quality of initial teacher training provision in relation to early years settings and better enable early years/primary teachers to support children’s transition from the Early Years Foundation Stage to Key Stage 1. The importance of children’s smooth transition between these two set of curricula, and the potential benefit for some children of a more gradual transition, was highlighted in the recent report of the Independent Review of the Primary Curriculum (the Rose Review).²²¹

175. For too long, early years provision has been associated with the least skilled and lowest status section of the children’s workforce. We recommend that the Training and Development Agency for Schools be given a remit to oversee initial teacher training programmes that train teachers in relation to the 0–5 age group. The standards for Qualified Teacher Status should be modified as necessary to support such 0–5 training.

218 Ev 4, paragraphs 2.5.2, 2.5.8 (Training, Advancement and Co-operation in Teaching Young Children)

219 Ev 1, paragraph 4 (Training, Advancement and Co-operation in Teaching Young Children)

220 Ev 2, paragraph 5 (Training, Advancement and Co-operation in Teaching Young Children); Ev 291 (Early Childhood Forum); Ev 351, Ev 353 (Professor Iram Siraj-Blatchford, Institute of Education, University of London)

221 *Independent Review of the Primary Curriculum: Final Report*, April 2009, chapter 4.

The further education sector

Recent reforms to training requirements

176. Traditionally, there was no national requirement for further education teachers to train to teach, although many colleges encouraged staff to gain educational qualifications offered by higher education institutions and national awarding bodies (eg the Certificate in Education). In 2001 it became a requirement for all new further education teachers to obtain a teaching qualification based on national standards, which were drawn up by the Further Education National Training Organisation. The main training routes were a level 3 or 4 Teaching Certificate or a Postgraduate Certificate in Education. In the same year Ofsted became responsible for the inspection of initial teacher training for further education teachers. Two years later it published a highly critical survey report, finding fault with the national standards for not specifying the skills required of new teachers, as well as with the quality of much of the training provision on offer. For the majority of teachers in the further education sector initial training is in-service, not pre-service, comprising approximately two years of part-time study through a higher education institution, with mentor support in the workplace. Ofsted was particularly critical of the poor development of trainees' subject knowledge and the variable levels of support that trainees received from their mentors. In response to that report, by 2007 the following reforms were in place:

- revised initial teacher training qualifications for new further education teachers (Certificate/Diploma in Teaching in the Lifelong Learning Sector) (see Annex 3 for further details);
- the introduction of a professional status for all further education teachers—Qualified Teacher Learning and Skills, which is comparable to Qualified Teacher Status for school teachers, and Associate Teacher Learning and Skills status, which covers those who do not take on full teaching responsibilities; and
- new professional development requirements for all further education teachers—completion of 30 hours of professional development per year or pro-rata equivalent.

177. The reforms apply to those who began teaching in a further education college, sixth-form college or specialist college after 1 September 2001. They do not apply to, for example, 'visiting specialists', who are employed by an institution on an occasional basis to provide an update on current commercial, industrial or professional practice.

178. Initial training and professional development for teachers in the further education sector are overseen by separate bodies from the TDA and the General Teaching Council for England. The teaching qualification and professional status reforms were taken forward by Lifelong Learning UK, which replaced the Further Education National Training Organisation in 2005. The Institute for Learning, equivalent to the General Teaching Council for England, confers the post-qualification status of Associate/Qualified Teacher Learning and Skills and manages the professional development requirements.

Parity of esteem

179. The main issue in relation to initial training for further education teachers is the lack of parity of esteem between these teachers and those who trained to teach in schools. School teachers are able to work as qualified teachers in the further education sector on completion of a short ‘orientation’ or ‘top-up’ module (though they do not have the full professional standing and licence to practise until they gain Qualified Teacher Learning and Skills status).²²² No equivalent arrangements are in place for those who want to move from the further education to the schools sector. As the Association of School and College Leaders pointed out, the extreme case is that a school cannot employ a teacher with Qualified Teacher Learning and Skills status to work as a qualified teacher with post-16 pupils even though that teacher could have years of experience teaching this age group in a college.²²³

180. Many barriers to such transferability are already being challenged. Lifelong Learning UK states that there is “significant similarity of...content and methodology” across initial teacher training provision for school and further education teachers.²²⁴ Accordingly, some higher education training providers use some elements of their training to cater for both groups of trainees.²²⁵ The General Teaching Council for England and the Institute for Learning are “exploring issues of equivalence around [Qualified Teacher Status] and [Qualified Teacher Learning and Skills status]...”, mapping across their respective sets of qualifying standards.²²⁶ Ofsted is now responsible for inspecting initial training for both school and further education teachers, and in a 2009 report it confirmed that the standard of initial training for further education teachers is now high.²²⁷ The General Teaching Council for England and the Institute for Learning are currently exploring the possibility of an accelerated route to Qualified Teacher Status for further education teachers.²²⁸

181. A key obstacle to establishing parity of esteem appears to be the different pay and conditions of school and further education teachers. Another is the problem that while school teachers are required to hold a degree, further education teachers are not, many of these teachers instead being vocationally or professionally qualified.²²⁹ As such, despite the efforts of higher education training providers, the General Teaching Council for England, the Institute for Learning and others, it will take a change in regulations to amend this discrepancy between school and further education teachers. Relevant agencies have raised this issue with the Department, but no action has been taken to date.²³⁰

222 Q 182 (Toni Fazaeli)

223 Ev 110, paragraph 19

224 Ev 159, paragraph 3.2

225 Qq 113, 175

226 Q 114 (Keith Bartley)

227 Ofsted, *The Initial Training of Further Education Teachers*, HMI 080243, January 2009; Q 174

228 Q 179 (Toni Fazaeli); “Lecturers seek status equality”, *Times Education Supplement*, 28 August 2009.

229 Ev 162, paragraphs 2.1–2.2 (Principals’ Professional Council); Ev 348–349 (Professor Richard Pring, Lead Director of the Nuffield Review)

230 Ev 154, paragraph 2 (Institute for Learning)

182. The lack of transferability is all the more problematic in the context of the 14–19 reforms and the growing number of pupils who are taught on vocational programmes across schools and colleges. On the one hand, courses requiring skills-related expertise will not always be delivered in a college.²³¹ On the other, at present, each week over 80,000 pupils aged 14–16 are taught in colleges.²³² The majority of those who submitted evidence on the training of further education teachers believe that 14–19 provision would benefit from greater ease of movement of teachers across the further education and schools sectors.²³³ David Hunter, Chief Executive of Lifelong Learning UK, illustrated this problem:

In my experience, from previous iterations of diploma-like developments, and having gone from a college to teach in a school, I found that [school and further education students] were coming out with the same qualification, but that what they were getting in college—health and social care was the area I was interested in, and they were being taught by social workers, nurses and so on—was a much better learning experience because of the expertise, rather than learning from a school teacher who...was a domestic science teacher who was a page ahead in the book. We do not want to see that again, so it is absolutely critical that you bring in vocational and professional experience so that young people get the real learning experience.²³⁴

Enhanced arrangements for professional development provision that covered both school and further education teachers could help to address this problem.

183. Some of those who submitted evidence to us suggested that there is a case for re-assessing the notion of school teaching as an ‘all degree’ profession, and that consideration should be given to regarding certain qualifications and accredited experiences as equivalent to a degree for purposes of Qualified Teacher Status in particular curriculum areas.²³⁵

184. That further education teachers cannot be employed as qualified teachers in the schools sector is clearly an unintended consequence of legislation that equates a specific qualification with a particular type of institution rather than the needs of the learners within them. **At the very least, teachers with Qualified Teacher Learning and Skills status should immediately be able to work as a qualified teacher in schools if they are teaching post-16, even post-14, pupils.**

185. We support the work of the General Teaching Council for England and the Institute for Learning in developing an accelerated route to Qualified Teacher Status for further education teachers, equivalent to the provisions that are already in place for school teachers wanting to work in the further education sector. This will require wider action to remove the qualifications barrier to transferability. **In the context of the 14–19 reforms, the Department should put in place a mechanism for assessing vocational or professional qualifications as equivalent to degree status.**

231 Ev 349 (Professor Richard Pring, Lead Director of the Nuffield Review)

232 Q 179 (David Hunter)

233 Ev 110, paragraphs 18–20 (Association of School and College Leaders); Ev 153, paragraph 2 (Institute for Learning); Ev 160, paragraph 6.6 (Lifelong Learning UK); Ev 163, paragraph 3.2 (Principals’ Professional Council); Ev 348–9 (Professor Richard Pring, Lead Director of the Nuffield Review)

234 Q 178

235 Ev 349 (Professor Richard Pring, Lead Director of the Nuffield Review)

186. Over the longer term we recommend that the training of early years teachers, school teachers and further education teachers become harmonised through generic standards. Alongside this, we envisage Qualified Teacher Status becoming more specific, clearly denoting the age ranges and the subjects for which a trainee was qualified to teach. Chartered Teacher Status we would see as becoming similarly specific.

187. Diplomas represent one of the most significant initiatives in our education system for many years, and will be expanded considerably this year. This demands greater fluidity—and shared development opportunities—across the school and further education sectors.

188. In order to enhance collaboration between schools and further education in the development of the 14–19 curriculum, we support the establishment of a centre that would provide joint professional development provision for school and further education teachers in the neglected area of pedagogy and assessment in vocational education.

Annex 1: Initial teacher training routes

	Features	Duration (full-time)	Entry requirements	Applications
BEd BA/BSc with QTS	Higher education institution-based training covering subject knowledge and teaching skills School placements	3–4 years	Two A-levels or equivalent (eg vocational qualifications). Grade C GCSE English language and mathematics (and, for primary trainees, science) As part of the selection process all trainees must have taken part in an interview to assess their ability to teach in terms of academic skills and other qualities. They must have enhanced Criminal Records Bureau check clearance, and meet the Secretary of State's requirements for health and physical capacity	Through the Universities and Colleges Admissions Service (UCAS)
Postgraduate Certificate in Education (PGCE)	Higher education institution-based training focused on teaching skills School placements Includes credits towards a masters degree	1 year There is a limited number of 2 year part-time and flexible PGCEs and some extended 18 month PGCEs for mathematics and science	UK undergraduate degree or recognised equivalent GCSE and other selection requirements as above	Through the Graduate Teacher Training Registry (GTTR) or, in some cases, through the provider
Professional Certificate in Education (PgCE)	As above, but a degree-level qualification without the masters-level credits. ²³⁶			

²³⁶ The PgCE was phased in by 2007. Prior to this the level of PGCE courses varied between providers. PGCE and PgCE courses must now be pitched at their respective levels. Most providers now offer both routes.

	Features	Duration (full-time)	Entry requirements	Applications
School-Centred Initial Teacher Training (SCITT)	Training within a 'lead school' and in other local schools. Some SCITT programmes enable trainees to study for a PGCE, validated by a higher education institution	1 year	UK degree or equivalent +GCSE requirements as above	Through the Graduate Teacher Training Registry (GTR) or, in some cases, through the provider
Registered Teacher Programme (RTP)	On-the-job training Higher education institution-based study to extend subject knowledge to degree level	2 years—or less where a trainee already has some teaching experience	2 years of higher education (eg a diploma qualification) or equivalent GCSE and other selection requirements as above	Trainees must find a school willing to employ them as an unqualified teacher. Trainees then apply to their local EBITT provider, who will establish what training is required
Graduate Teacher Programme (GTP)	'On the job' training	1 year	UK degree or equivalent GCSE and other selection requirements as above	Places are advertised in the local/national press, or trainees can apply for a place through their local EBITT provider. The TDA recently updated its GTP website to make it easier for people seeking EBITT to find a suitable school and training provider
Overseas Trained Teacher Programme (OTTP)	Those who qualified as a teacher outside the European Economic Area may work as a temporary teacher for up to 4 years, after which time they would need to gain QTS. The OTTP enables these practitioners to gain QTS through tailored training	Up to 1 year	Must be qualified as a teacher overseas and working in a school in England Qualification equivalent to a UK bachelors degree Qualifications equivalent to GCSE requirements as above	Through practitioner's local EBITT provider

	Features	Duration (full-time)	Entry requirements	Applications
Six-month	Accelerated training programme Initial 10 days' higher education institution-based training on teaching skills 60 days on school placement Additional higher education institution-based training Pilot in London secondary schools launched September 2009	Up to six-months	UK degree or equivalent GCSE and other selection requirements as above	Through provider
Teach First	Run by an independent organisation. Six weeks' higher education institution-based training Teaching posts in challenging secondary schools Leadership training and work experience with leading employers	2 years	2.1 undergraduate degree 300 UCAS tariff points (BBB at A- level) Grade C or above GCSE mathematics and English Ability to show high levels of competency in leadership, teamwork etc Other selection requirements as above	Application to Teach First, followed by one-day assessment centre programme
Assessment only	Submission of a portfolio of evidence of abilities as a classroom teacher One-day assessment at school Available to primary teachers and secondary teachers of art and design, geography, history, mathematics, modern languages, PE, RE, or science	Up to 1 year	UK degree or equivalent GCSE requirements as above Substantial teaching experience	The University of Gloucestershire administers this programme for England

	Features	Duration (full-time)	Entry requirements	Applications
Return to Teach Programme (RTTP)	Training outside the classroom 10-day supported school placement	6–12 weeks	QTS and substantial teaching experience	Through the TDA
i-teach	Covers chemistry, mathematics and physics only Distance learning Three or four school placements across two schools Leads to award of PgCE or PGCE	18 months	UK degree or equivalent GCSE requirements as above	Through provider (Canterbury Christ Church University and Hibernia College, Ireland)

Annex 2: Note of informal meeting with trainee teachers and recently qualified teachers

Wednesday 8 July 2009

These notes are a general account of the opinions expressed by a group of trainee teachers and recently qualified teachers who met members of the Committee for an informal discussion.

Choice and experience of training routes

The majority of the participants had trained through a Postgraduate Certificate in Education (PGCE) programme. They characterised the PGCE as a “tough”, “intensive” year of training. They generally felt well supported by their tutor, though noted peers who had not felt so well supported. Some welcomed the university-based element of the PGCE training, which, alongside the school placements, “eased them into the classroom” at a pace that they felt comfortable with. This is in contrast to school-centred or employment-based Initial Teacher Training, where the trainee is in the classroom from day one. One participant commented that her experience as a teaching assistant prior to commencing her PGCE was invaluable in terms of meeting the immediate demands of the course.

Those who had trained through a PGCE valued the space provided by the university-based element for reflection on the research literature and their own practice, and for discussion with peers who undertook their placements in different schools. This enabled them to gain a “bigger picture” of teaching and teaching practice, and to build a network of peers working in other schools. One participant, who was completing a masters qualification, welcomed this university-based training for the same reasons.

The Graduate Teacher Programme (GTP) had been received very enthusiastically by the participants who had trained through this route. They welcomed learning from teachers in school, and being in school from day one. One of these participants did comment that they would have welcomed more time—“even just a few days”—to develop their theoretical knowledge. GTP trainees have a fuller teaching timetable than PGCE trainees on school placement, so therefore have limited time to cover relevant theory.

One GTP trainee chose this training route due to existing student debt and their wish to earn a salary while training and not accrue additional fees by completing a PGCE. This participant also appreciated the hand-on experience that the GTP training route provides. She also noted that, by training and working in one school over a long period, GTP trainees enjoy greater insights into whole-school issues than do PGCE trainees who complete two relatively short school placements. GTP trainees can also observe how pupils in their school progress over the course of the school year.

One participant opted for the PGCE rather than the GTP on the basis that the GTP in itself is not recognised as a training qualification in other countries. One of the GTP-trained participants confirmed that her programme also conferred a PGCE.

The Registered Teacher Programme was welcomed for offering a salaried route into teaching for those without a degree.

One of the participants who had entered teaching through the Teach First programme again selected this route for financial reasons, and for the links to business and related career options. This route was also characterised as “challenging”—the initial six weeks’ training not able to fully equip trainees to teach, with much learning still to be done during the school placement. The Teach First programme is targeted towards supporting poorly performing schools and one of the Teach First participants had encountered very challenging pupil behaviour. This teacher welcomed the theoretical elements of his training, but commented on the lack of time to reflect on that input and implement related practice in the classroom. The value of the peer networks that Teach First trainees build during the initial university-based training was noted.

One participant felt strongly that the teaching profession “needs career teachers”, that teaching is not a career to “dip in and out of”, and that Teach First and ‘fast-track’ training routes could result in the loss of a core of career teachers from the profession.

Experience of school placements

Much of the discussion focused on school placements. PGCE trainees must complete at least two school placements, in at least two schools. A small number of the PGCE-trained participants described themselves as “lucky” to have experienced two well structured and very supportive school placements. These participants also welcomed the opportunity to take up placements in very different schools.

However, all the participants agreed that school placements were something of a “lottery”, with some poor quality placements where trainees receive little support from their teacher mentor. Some trainees need to re-take their placement, and this can be due to poor support. Some of the participants were of the view that trainees can be exploited during placements—used to fill gaps or as supply teachers, rather than receiving tailored support designed to address their development needs. One participant felt that she had “trained herself” while on one of her school placements, recalling that “no one in the school knew me”, that the school only observed her teaching once, and that her ‘end of practice’ report “bore no resemblance to her or her development during the placement”.

The participants noted that their training providers struggled to find placements for all of their trainees. They suggested that schools can be reluctant to take on trainees due to concerns about the quality of the trainees they may be allocated and the potential for trainees to have a negative effect on pupils’ learning.

A trainee’s experience on school placement is, not surprisingly, determined to a significant extent by the quality of their relationship with their mentor. The participants commented that mentors need training if they are to offer effective support to trainees. Some of the participants had been asked to mentor a trainee not long after qualifying to teach themselves. The participants’ view was that teachers typically do not receive training to be mentors, and that many take on the role of mentor reluctantly.

One participant commented that trainees “are between two worlds”, which can make it difficult to complain if they are unhappy with their placement.

Despite their concerns about the very varied quality of school placements, where placements work well trainees very much value learning from their teacher mentor—due to these mentors’ up-to-date knowledge and skills with regard to working in schools, and the direct coaching that they offer to the trainee in the classroom.

While it is typically the role of a Head of Department to manage a trainee’s experience while on school placement, the participants identified a role for head teachers in setting the ethos of a school and the attitude of staff towards supporting trainees.

Newly-qualified teachers

One PGCE-trained participant commented that their training had not prepared them to work with Special Educational Needs pupils or English as an Additional Language pupils, and, in particular, how to meet the needs of these pupils in a mainstream classroom. The point was also made that constant change in terms of policy initiatives was disruptive, with teachers “running to keep up” and “never becoming an expert”.

Several participants would have welcomed—through their initial training or early career development—greater exposure to excellent teachers. Suggestions as to how this might be achieved included analysis of video footage of examples of effective teaching, or observing, or working alongside, Advanced Skills Teachers.

As discussed in the following section, the workload of newly qualified teachers can be high. Some of the participants had completed additional training programmes (often self-funded), including masters programmes, within a few years of qualifying. However, the general view was that taking on additional study at this time was very onerous.

Continuing professional development

Practice in relation to professional development for teaching staff varied among the schools represented at the meeting. Some typically used training days to cover “implementation of the latest Government initiative”, others were praised for instead focusing provision on helping teaching staff to better support pupils’ learning.

It was claimed that many schools “overlook” professional development. Access to external courses had been difficult for some participants—one had only accessed a one-day course after applying six times.

At the same time, participants suggested that schools do not encourage school-based professional development, in particular, observation of effective teachers. Participants wanted more opportunities to share practice with colleagues. One participant gave the example of looking at how other colleagues managed a pupil who she was finding difficult to teach. There was some agreement with a comment that “the targets culture undermines collegiality in schools” and regret that teachers “do not have more time to work collaboratively with their colleagues”. In a related point, one participant suggested that too much pressure is put on teachers as individuals, and that this is rooted in too much emphasis being placed on the skills of the individual teacher, as opposed to conditions in schools (eg class size—smaller classes allowing teachers to work more closely with pupils who are struggling).

Most of the participants watched Teachers' TV and were enthusiastic about this source of professional development.

Participants feared that the licence to practise will be a "paperwork" or "tick-box" exercise, rather than a means of addressing poor performance. One participant explained: "In the face of challenging pupils or poor results it is easy for a teacher to get into a downward spiral and lose motivation, and those teachers need to be motivated and supported to improve their effectiveness"—something that the licence to practise may not in itself further.

The Masters in Teaching and Learning

Few of the participants had a clear understanding of the nature of the Masters in Teaching and Learning (MTL). However, some of their comments about masters-level CPD chimed with the Government's description of this new qualification. The participants would want to learn in the classroom, through a personalised programme, and through a programme that was fully integrated with their practice so that their pupils benefited immediately. They stated that the MTL should be fully funded and that those undertaking the qualification should be allocated additional non-contact time.

In other respects, their comments raised questions regarding plans for a masters-level teaching profession and the MTL.

There was a sense that teachers should be engaging with the research literature and translating research into practice as a matter of course, one participant commenting that: "Teachers should be doing this anyway, they shouldn't need a masters to prompt them". The problem at present, it was suggested on a number of occasions, is that teachers do not have the time to reflect on their practice or make use of research in this way.

The participants welcomed the opportunity that they now have to earn masters-level credits as part of a masters-level PGCE (as opposed to the degree-level Professional Certificate in Education). It is not clear how the MTL will accommodate these teachers.

One participant commented that the MTL is already getting a reputation for being a "Mickey-Mouse" masters, which made it much less attractive.

Other participants signalled that their preference would be to have a choice of which masters programme to complete—one already having accessed an established subject-specific education masters, another a masters in sociology of education, and another wanting to access a leadership and management masters. These participants felt that these alternatives were a better fit with their professional and career aspirations than the MTL would be.

Another participant had completed a masters degree before training to teach. She questioned what provision there will be for teachers with postgraduate qualifications to advance their learning and professional development further through funded accredited programmes.

Retention

The participants cited several reasons behind trainees' and teachers' withdrawal from teaching: the very long hours and excessive paperwork associated with the initial training (the PGCE year involving "16 hour days" and "four hours of planning for each lesson"); inconsistent levels of support across the university and school placements; poor support during school placements ("If I hadn't had a teaching job lined up at the end of my training I would have left teaching"); the relatively high-level responsibilities allocated to trainees on placement and to early career teachers; and large classes and the higher workload that accompanies them.

One participant commented that drop-out from teacher training is sometimes due to students who do not have a strong commitment to a career in teaching being attracted by the generous bursaries available in some subjects. This suggestion was reflected in another participant's concern that the Training and Development Agency's marketing, particularly its television adverts, "does not reflect the realities of teaching and how difficult and stressful an occupation it is".

Pay and conditions

Some of the participants were clear that England's still comparatively low spend on education, large class sizes, conditions in schools, and teacher workload and pay are fundamental issues that must be addressed if recruitment and retention to teaching are to be transformed.

It was suggested that pay and conditions are "not competitive enough to attract and retain the strongest candidates".

Participants agreed that teachers typically work a 50–60+ hour week. For some of the participants, teachers' workload is excessive and not reflected in salary levels. It was noted that doctors' working hours have been reduced, and that the teaching profession should enjoy similar protection.

There was concern that, in some parts of the country, teachers are not always earning a living wage. This is particularly so in the context of student fees. The debts that students can now build up in completing their first degree and initial teacher training mean that some teachers struggle on the current starting salary, in some instances relying on family support to make ends meet. Others were less concerned about workload and pay, suggesting that, for them, the importance and rewarding nature of teaching offsets these issues. There was, though, a general consensus that starting salaries for teachers should be higher, closer to £30,000.

One participant had reluctantly added to his workload in order to increase his salary. There was also complaint that it is a "lottery" whether a school recognises management responsibilities through additional pay. Several participants had taken on additional responsibilities, such as the 'subject co-ordinator' role, but did not receive a salary supplement. In small primary schools in particular teachers do not have the same opportunities to be rewarded for additional responsibilities. Moving schools or taking on management roles were stated to be the best means to increase one's salary, though this

was seen as counter-productive in terms of standards: “all the best teachers end up in an office away from the pupils”.

Annex 3: Qualifications leading to Associate and Qualified Teacher Learning and Skills status

	Preparing to Teach in the Lifelong Learning Sector (PTLLS)	Certificate in Teaching in the Lifelong Learning Sector (CTLLS)	Diploma in Teaching in the Lifelong Learning Sector (DTLLS)
Scope	All new further education teachers must complete the PTLLS, which provides the minimum threshold to teach. The PTLLS can be taken as a free-standing course or embedded as the beginning of a certificate or diploma course. CTLLS and DTLLS courses must commence with PTLLS.	Combined with a 'period of professional formation' and the achievement of Level 2 skills in literacy, numeracy and ICT, the CTLLS entitles the trainee to apply for the status of Associate Teacher Learning and Skills (ATLS). ATLS status provides a licence to take on a limited range of responsibilities.	Combined with a 'period of professional formation' and the achievement of Level 2 skills in literacy, numeracy and ICT, the DTLLS entitles the teacher to apply for the status of Qualified Teacher Learning and Skills (QTLS). QTLS status provides a licence to take on the full responsibilities of a teacher.
Entry requirements	It is expected that a trainee will possess at least a Level 3 qualification (eg, A-levels) or equivalent in their own area of specialism.		
Duration	30 'guided learning hours', to be completed in one year.	120 'guided learning hours', to be completed within five years of commencing the PTLLS	360 'guided learning hours', to be completed within five years of commencing the PTLLS.
Level	Level 3 or 4.	Level 3 or 4.	Level 5 or above. Anyone achieving at least Level 5 DTLLS will be deemed a fully qualified teacher in the sector. As a point of comparison, foundation degrees are offered at Level 5. DTLLS is the generic name given to the full teaching qualification. Most universities have traditionally provided PGCEs or Cert Eds for further education teachers; many continue to use these titles for their DTLLS provision. A PGCE is typically offered at Level 7.

	Preparing to Teach in the Lifelong Learning Sector (PTLLS)	Certificate in Teaching in the Lifelong Learning Sector (CTLLS)	Diploma in Teaching in the Lifelong Learning Sector (DTLLS)
Teaching requirements	There is no need to undertake teaching other than to meet the assessment requirements	Trainees must complete at least 30 hours of teaching practice.	Trainees must complete at least 150 hours of teaching practice.
Assessment	Observation of at least one 15 minute teaching session. (plus written assignments /portfolio etc).	At least three observations totalling a minimum of three hours (plus written assignments/ portfolio etc).	At least eight observations totalling a minimum of eight hours (plus written assignments/portfolio etc).

Appendix 1: Requirements for Initial Teacher Training

Entry requirements

All ITT providers must ensure all of the following:

GCSE requirement

R1.1 That all entrants have achieved a standard equivalent to a grade C in the GCSE examination in English and mathematics, and that all who intend to train to teach pupils aged 3–11 additionally have achieved a standard equivalent to a grade C in the GCSE examination in a science subject.

Degree requirement

R1.2 That, in the case of graduate QTS courses of initial teacher training, all entrants hold a first degree of a United Kingdom higher education institution or equivalent qualification.

Suitability requirements

R1.3 That all entrants: as part of the provider's selection procedures, have taken part in an interview designed to assess their suitability to teach.

R1.4 That all entrants: have been subject to a Criminal Records Bureau enhanced disclosure check and/or any other appropriate background check.

R1.5 That all entrants: are provisionally registered with the GTC(E) within 28 days of the commencement of their training programme.

R1.6 That all entrants:

- (a) have the intellectual and academic capabilities needed to meet the required QTS standards;
- (b) possess the appropriate qualities, attitudes and values expected of a teacher;
- (c) can read effectively and are able to communicate clearly and accurately in Standard English;
- (d) have met the Secretary of State's requirements for health and physical capacity to teach.

Training requirements

All ITT providers must ensure all of the following:

Programme design requirement

R2.1 That the content, structure, delivery and assessment of training are designed to enable trainee teachers to demonstrate that they have met all of the QTS standards.

Training quality requirement

R2.2 That provision is of at least satisfactory quality (as determined by Ofsted inspection grades).

Resource requirement

R2.3 That they provide a range of suitable training resources to enable trainee teachers to demonstrate that they have met all of the QTS standards.

Individual training needs requirement

R2.4 That their training provision takes account of trainee teachers' individual training needs.

Equality of access requirement

R2.5 That their training provision ensures equality of access to training for all trainee teachers.

Induction requirement

R2.6 That all those who are recommended for QTS are informed about the statutory arrangements for the induction of newly qualified teachers, and have been supported in preparing for these.

Age range requirement

R2.7 That they prepare all trainee teachers to teach across two or more consecutive age ranges selected from the following:

- Ages 3–5 (foundation stage)
- Ages 5–7 (school years 1–2)
- Ages 7–9 (school years 3–4)
- Ages 9–11 (school years 5–6)
- Ages 11–14 (school years 7–9)
- Ages 14–16 (school years 10–11)

Ages 16–19 (School years 12–13)

and engage them with the expectations, curricula, strategies and teaching arrangements in the age ranges immediately before and after the ones they are training to teach.

Time training in schools or settings requirement

R 2.8 That training programmes are designed to provide trainee teachers with sufficient time being trained in schools and/or other settings to enable them to demonstrate that they have met the QTS Standards. This means they would typically be structured to include the following periods of time to be spent in training in schools or other settings:

A four year undergraduate QTS programme—160 days (32 weeks)

A two or three year QTS undergraduate programme—120 days (24 weeks)

A secondary graduate QTS programme—120 days (24 weeks)

A primary graduate QTS programme—90 days (18 weeks)

Employment based schemes—As determined by the training programme

Time in schools may be completed on a part-time basis to make up the full-time equivalent amounts detailed in R2.8.

Two school requirement

R 2.9 That each trainee teacher has taught in at least two schools prior to recommendation for the award of QTS.

Management and quality assurance

All ITT providers must ensure all of the following:

Partnership requirements

R3.1 That partners establish a partnership agreement setting out the roles and responsibilities of each partner.

R3.2 That partners work together to contribute to the selection, training and assessment of trainee teachers against the QTS standards.

Compliance and safeguarding requirement

R3.3 That their provision complies with TDA's current accreditation criteria and all current legislation relevant to initial teacher training, such as that relating to equality, discrimination and child safeguarding.

Misconduct requirement

R3.4 That they have processes in place to ensure that any trainee teachers removed from or leaving a training programme as a result of misconduct are referred to the GTC(E).

Moderation requirement

R3.5 That rigorous internal and external moderation procedures are in place to assure the reliability, accuracy and consistency of assessments of trainee teachers against the QTS standards.

Monitoring and evaluation requirement

R3.6 That they monitor and evaluate all aspects of provision and demonstrate how these contribute to securing improvements in quality.

Graduate, registered, overseas-trained teacher and Teach First programmes

R3.7 That graduate, registered, overseas-trained teacher and Teach First programmes comply with the General Conditions for the Graduate, Registered, Overseas-Trained Teacher and Teach First (ITT element) Programmes in addition to the Secretary of State's current requirements for initial teacher training.

Appendix 2: Standards for Qualified Teacher Status

Professional attributes

Those recommended for the award of QTS should:

Relationships with children and young people

1. Have high expectations of children and young people including a commitment to ensuring that they can achieve their full educational potential and to establishing fair, respectful, trusting, supportive and constructive relationships with them.
2. Demonstrate the positive values, attitudes and behaviour they expect from children and young people.

Frameworks

3. (a) Be aware of the professional duties of teachers and the statutory framework within which they work; (b) be aware of the policies and practices of the workplace and share in collective responsibility for their implementation.

Communicating and working with others

4. Communicate effectively with children, young people, colleagues, parents and carers.
5. Recognise and respect the contribution that colleagues, parents and carers can make to the development and well-being of children and young people, and to raising their levels of attainment.
6. Have a commitment to collaboration and co-operative working.

Personal professional development

7. (a) Reflect on and improve their practice, and take responsibility for identifying and meeting their developing professional needs; (b) identify priorities for their early professional development in the context of induction.
8. Have a creative and constructively critical approach towards innovation, being prepared to adapt their practice where benefits and improvements are identified.
9. Act upon advice and feedback and be open to coaching and mentoring.

Professional knowledge and understanding

Those recommended for the award of QTS should:

Teaching and learning

10. Have a knowledge and understanding of a range of teaching, learning and behaviour management strategies and know how to use and adapt them, including how to personalise learning and provide opportunities for all learners to achieve their potential.

Assessment and monitoring

11. Know the assessment requirements and arrangements for the subjects/curriculum areas they are trained to teach, including those relating to public examinations and qualifications.
12. Know a range of approaches to assessment, including the importance of formative assessment.
13. Know how to use local and national statistical information to evaluate the effectiveness of their teaching, to monitor the progress of those they teach and to raise levels of attainment.

Subjects and curriculum

14. Have a secure knowledge and understanding of their subjects/curriculum areas and related pedagogy to enable them to teach effectively across the age and ability range for which they are trained.
15. Know and understand the relevant statutory and non-statutory curricula and frameworks, including those provided through the National Strategies, for their subjects/curriculum areas, and other relevant initiatives applicable to the age and ability range for which they are trained.

Literacy, numeracy and ICT

16. Have passed the professional skills tests in numeracy, literacy and information and communications technology (ICT).
17. Know how to use skills in literacy, numeracy and ICT to support their teaching and wider professional activities.

Achievement and diversity

18. Understand how young people develop and that the progress and well-being of learners are affected by a range of developmental, social, religious, ethnic, cultural and linguistic influences.

19. Know how to make effective personalised provision for those they teach, including those for whom English is an additional language or who have special educational needs or disabilities, and how to take practical account of diversity and promote equality and inclusion in their teaching.

20. Know and understand the roles of colleagues with specific responsibilities, including those with responsibility for learners with special educational needs and disabilities and other individual learning needs.

Health and well-being

21. (a) Be aware of the current legal requirements, national policies and guidance on the safeguarding and promotion of the well-being of children and young people; (b) know how to identify and support children and young people whose progress, development or well-being is affected by changes or difficulties in their personal circumstances, and when to refer them to colleagues for specialist support.

Professional skills

Those recommended for the award of QTS should:

Planning

22. Plan for progression across the age and ability range for which they are trained, designing effective learning sequences within lessons and across series of lessons and demonstrating secure subject/curriculum knowledge.

23. Design opportunities for learners to develop their literacy, numeracy and ICT skills.

24. Plan homework or other out-of-class work to sustain learners' progress and to extend and consolidate their learning.

Teaching

25. Teach lessons and sequences of lessons across the age and ability range for which they are trained in which they: (a) use a range of teaching strategies and resources, including e-learning, taking practical account of diversity and promoting equality and inclusion; (b) build on prior knowledge, develop concepts and processes, enable learners to apply new knowledge, understanding and skills and meet learning objectives; (c) adapt their language to suit the learners they teach, introducing new ideas and concepts clearly, and using explanations, questions, discussions and plenaries effectively; (d) demonstrate the ability to manage the learning of individuals, groups and whole classes, modifying their teaching to suit the stage of the lesson.

Assessing, monitoring and giving feedback

26. (a) Make effective use of a range of assessment, monitoring and recording strategies; (b) assess the learning needs of those they teach in order to set challenging learning objectives.

27. Provide timely, accurate and constructive feedback on learners' attainment, progress and areas for development.

28. Support and guide learners to reflect on their learning, identify the progress they have made and identify their emerging learning needs.

Reviewing teaching and learning

29. Evaluate the impact of their teaching on the progress of all learners, and modify their planning and classroom practice where necessary.

Learning environment

30. Establish a purposeful and safe learning environment conducive to learning and identify opportunities for learners to learn in out-of-school contexts.

31. Establish a clear framework for classroom discipline to manage learners' behaviour constructively and promote their self-control and independence.

Team working and collaboration

32. Work as a team member and identify opportunities for working with colleagues, sharing the development of effective practice with them.

33. Ensure that colleagues working with them are appropriately involved in supporting learning.

Formal Minutes

Monday 18 January 2010

Members present:

Mr Barry Sheerman, in the Chair

Ms Karen Buck
Mr David Chaytor

Paul Holmes
Mr Graham Stuart

Draft Report (*Training of Teachers*), proposed by the Chairman, brought up and read.

Ordered, That the Chairman's draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 188 read and agreed to.

Annexes agreed to.

Summary agreed to.

Two Papers were appended to the Report as Appendices 1 and 2.

Resolved, That the Report be the Fourth Report of the Committee to the House.

Ordered, That the Chairman make the Report to the House.

Written evidence was ordered to be reported to the House for printing with the Report, together with written evidence reported and ordered to be published on 1 April 2009 in the previous Session of Parliament.

Written evidence was ordered to be reported to the House for placing in the Library and Parliamentary Archives.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

[Adjourned till Wednesday 20 January at 9.30 am

Witnesses

Monday 23 March 2009

Page

Professor Pat Broadhead, Chair, Training, Advancement and Co-operation in Teaching Young Children (TACTYC); **Di Chilvers**, Early Years Regional Advisor, National Strategies; **Professor Elizabeth Wood**, School of Education and Lifelong Learning, University of Exeter, and **Sally Yates**, Vice-Chair, Universities Council for the Education of Teachers (UCET)

Ev 16

Monday 20 April 2009

Keith Bartley, Chief Executive, General Teaching Council for England (GTCE); **Professor Sonia Blandford**, Director of Leadership Development, Teach First; **Professor Chris Husbands**, Dean, Faculty of Culture and Pedagogy, Institute of Education, University of London, and **Professor Roger Woods**, Chair, Universities Council for the Education of Teachers (UCET)

Ev 56

Monday 27 April 2009

John Bangs, Assistant Secretary, National Union of Teachers; **Tim Benson**, Member, National Council, National Association of Head Teachers; **Dr Mary Bousted**, General Secretary, Association of Teachers and Lecturers; **Dr John Dunford OBE**, General Secretary, Association of School and College Leaders, and **Chris Keates**, General Secretary, National Association of Schoolmasters/Union of Women Teachers

Ev 119

Dr Jeanne Keay, Dean, School of Education, Roehampton University; **Gerry O'Keefe**, Director, Customer Support Division, Oxford, Cambridge and RSA Examination Board, and **Sarah Stephens**, Director of Policy, General Teaching Council for England

Ev 130

Monday 8 June 2009

Toni Fazaeli, Chief Executive, Institute for Learning; **David Hunter**, Chief Executive, Lifelong Learning UK; **Stella Mbubaegbu CBE**, Association of Colleges, and **Dr Michael Thrower**, General Secretary, Principals' Professional Council

Ev 164

Monday 15 June 2009

Graham Holley, Chief Executive; **Michael Day**, Executive Director for Training; **Liz Francis**, Director, Workforce Strategy Directorate, and **Dr Jacqueline Nunn**, Training and Development, Training and Development Agency for Schools (TDA)

Ev 180

Mr Vernon Coaker MP, Minister of State for Schools and Learners, and **Jon Coles**, Director General, Schools Directorate, Department for Children, Schools and Families

Ev 203

List of written evidence

1	Training, Advancement and Co-operation in Teaching Young Children (TACTYC)	Ev 1
2	University of Exeter, School of Education	Ev 7
3	Universities' Council for the Education of Teachers (UCET)	Ev 11: Ev 75
4	General Teaching Council for England	Ev 36: Ev 136: Ev 151
5	Teach First	Ev 46: Ev 73: Ev 357
6	Institute of Education, University of London	Ev 50
7	National Union of Teachers (NUT)	Ev 77
8	National Association of Head Teachers	Ev 101
9	Association of Teachers and Lecturers (ATL)	Ev 105
10	Association of School and College Leaders	Ev 109
11	NASUWT	Ev 113
12	OCR (Oxford Cambridge and RSA Examinations)	Ev 127
13	Institute for Learning (IfL)	Ev 152
14	Lifelong Learning UK	Ev 157
15	Association of Colleges	Ev 160
16	Principals' Professional Council (PPC)	Ev 162
17	Training and Development Agency for Schools	Ev 173: Ev 188: Ev 358
18	Department for Children, Schools and Families	Ev 189
19	Professor Andy Goodwyn, Head of Education, University of Reading	Ev 213
20	Citizenship Foundation	Ev 216
21	Dr Neil Simco, Dean of Education Faculty and Dean for Research, University of Cumbria	Ev 220
22	Dr A Gardiner, University of Birmingham	Ev 222
23	Mike Younger, Head of Faculty, Faculty of Education, University of Cambridge	Ev 225
24	Afasic	Ev 229
25	Association for Citizenship Teaching (ACT)	Ev 231
26	TreeHouse	Ev 233
27	National Association of School-Based Teacher Trainers (NASBTT)	Ev 235: Ev 239
28	Office for Standards in Education, Children's Services and Skills (Ofsted)	Ev 240
29	Multiverse	Ev 245
30	National Deaf Children's Society (NDCS)	Ev 248
31	Universities UK	Ev 250
32	Manchester Metropolitan University, Institute of Education	Ev 255
33	Dr John Oversby, Institute of Education, Reading University	Ev 258
34	Gatsby Charitable Foundation	Ev 261
35	National Centre for Excellence in the Teaching of Mathematics (NCETM)	Ev 267
36	Jackie Garratt, MA in Education, Teacher Trainer	Ev 270
37	GuildHE	Ev 271
38	University of Birmingham	Ev 276
39	Dr Anne Storey, Mrs Freda Wolfenden, and Mrs Elizabeth Bird, The Open University	Ev 280

40	Geographical Association	Ev 286
41	Early Childhood Forum	Ev 291
42	Institute of Physics	Ev 292
43	Catholic Education Service for England and Wales (CESEW)	Ev 297
44	National College for School Leadership (NCSL)	Ev 301
45	Association for Physical Education (afPE)	Ev 305
46	Edge Foundation	Ev 312
47	National Network of Science Learning Centres	Ev 314: Ev 317
48	National Network of Science Learning Centres and the National Centre for Excellence in the Teaching of Mathematics	Ev 319
49	King's College London	Ev 320
50	University of Northampton, School of Education	Ev 321
51	University of Bristol, Graduate School of Education	Ev 326
52	Tavistock and Portman NHS Foundation Trust	Ev 327
53	Russell Group	Ev 329
54	Wellcome Trust	Ev 332
55	Association for Science Education	Ev 334
56	Professor Robin Alexander, Director of the Cambridge Primary Review	Ev 339
57	Qualifications and Curriculum Authority (QCA)	Ev 343
58	Dr Rita Egan	Ev 346
59	Nuffield Review	Ev 348
60	Professor Iram Siraj-Blatchford, Institute of Education, University of London	Ev 350
61	Children's Workforce Development Council	Ev 353

List of unprinted evidence

The following memoranda have been reported to the House, but to save printing costs they have not been printed and copies have been placed in the House of Commons Library, where they may be inspected by Members. Other copies are in the Parliamentary Archives, and are available to the public for inspection. Requests for inspection should be addressed to The Parliamentary Archives, Houses of Parliament, London SW1A 0PW (tel. 020 7219 3074). Opening hours are from 9.30 am to 5.00 pm on Mondays to Fridays.

Michele Johnson

Professor Sally Inman, Director, ITE UK Education for Sustainable Development / Global Citizenship Network

Dr Alison Jackson, ESCalate ITE Service, University of Cumbria

Chartered Institute of Educational Assessors

Emily Scrivener

Save the Children

Field Studies Council (FSC)

Joint Epilepsy Council (JEC)

Association for Science Education Outdoor Science Working Group

National Foundation for Educational Research

Sing Up, the Music Manifesto National Singing Programme

TANDBERG

Dr Anne Jasman, University of Hertfordshire

Professor Marilyn Leask and Dr Sarah Younie, on behalf of the IT in Teacher Education professional association and Brunel University

Cliff Jones

DEA

The British Educational Suppliers Association (BESA)

Dr Jo Harris, Director, on behalf of Teacher Education Unit, Loughborough University

National Dance Teachers Association

Campaign for State Education (CASE)

South London Partnership for Graduate Teacher Programme (GTP), Registered Teacher Programme (RTP) and Overseas Trained Teacher Programme (OTTP)

Patrick Hall MP

National Association for Language Development in the Curriculum (NALDIC)

Dr Bill Allan, University College, Oxford, on behalf of the Faculty of Classics, University of Oxford

Professor Matthew Harrison, Royal Academy of Engineering

Teacher Support Network

Select Education

Stonewall

Kemnal Trust

List of Reports from the Committee during the current Parliament

The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

Session 2009–10

First Report	School Accountability	HC 88-I and II
Second Report	Elective Home Education	HC 39-I and II
Third Report	The Work of the Committee in 2008–09	HC 187
Fourth Report	Training of Teachers	HC 275-I and II

Session 2008–09

First Report	Public Expenditure	HC 46 (<i>HC 405</i>)
Second Report	The Work of the Committee in 2007–08	HC 47
Third Report	Looked-after Children	HC 111-I and II (<i>HC 787</i>)
Fourth Report	National Curriculum	HC 344-I and II (<i>HC 645</i>)
Fifth Report	Allegations Against School Staff	HC 695 (<i>HC 1000</i>)
Sixth Report	Policy and delivery: the National Curriculum tests delivery failure in 2008	HC 205 (<i>HC 1037</i>)
Seventh Report	Training of Children and Families Social Workers	HC 527-I and II
Eighth Report	Appointment of the Children's Commissioner for England	HC 998-I and II

Session 2007–08

First Special Report	Creative Partnerships and the Curriculum: Government Response to the Eleventh Report from the Education and Skills Committee, Session 2006–07	HC 266
Second Special Report	Special Educational Needs: Assessment and Funding: Government Response to the Tenth Report from the Education and Skills Committee, Session 2006–07	HC 298
First Report	Children and Young Persons Bill [Lords]	HC 359 (<i>HC 711</i>)
Second Report	The Department for Children, Schools and Families and the Children's Plan	HC 213 (<i>HC 888</i>)
Third Report	Testing and Assessment	HC 169-I and II (<i>HC 1003</i>)
Fourth Report	The Draft Apprenticeships Bill	HC 1082 (<i>HC 259 of Session 2008–09</i>)