RESEARCH

BIS | **Department for Business Innovation & Skills**

Evaluation of FE Teachers' Qualifications (England) Regulations 2007

The views expressed in this report are the authors' and do not necessarily reflect those of the Department for Business, Innovation and Skills.

Contents

Key findings and conclusions

The Evaluation of the Further Education Teachers' Qualifications (England) Regulations 2007, SI 2007/2264, was undertaken by GHK Consulting on behalf of the Department for Business, Innovation and Skills (BIS). It draws on evidence from 27 case studies of Further Education (FE) college providers, Adult and Community Learning providers (ACL) and Work Based Learning providers (WBL) from September to November 2011 and quantitative data from a range of sources.

Aims and objectives of the Regulations

The 2006 White Paper *Further Education: Raising Skills, Improving Life Chances*[1] set out a vision of a system in which all learners achieve, gaining new knowledge, understanding and skills through stimulating and expert subject teaching by qualified and skilled teachers. The White Paper, along with *Equipping our Teachers for the Future* and a regulatory impact assessment[2], also set out specific objectives that the Regulations were intended to support:

- *Establishing minimum standards of teaching and greater consistency of quality across the sector*

- *Improved use of a range of practices and techniques, including e-learning, use of new technologies and target-setting to provide a personalised learning experience;*

- *Consistent and thorough initial assessment of students' needs;*

- *Development of a sustainable culture of professionalism that enables staff to improve and update their skills continuously;*

- *FE teachers being respected and valued by employers and learners and therefore young people, adults and employers wanting to participate;*

- *Increased recruitment and improved retention of talented teachers, with excellent opportunities for progression and continuing development;*

Purpose of the study

This evaluation assesses whether the Regulations are achieving their aims and objectives. It also sought to explore any unexpected outcomes and barriers to the achievement of the aims of the Regulations and identify examples of good practice among providers to overcome barriers and mitigate risk.

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[1] Further Education: Raising Skills, Improving Life Chances, Department for Education and Skills, 2006: http://www.official-documents.gov.uk/document/cm67/6768/6768.pdf

[2] See, 'Explanatory Memorandum to the Further Education Teachers' Qualifications (England) Regulations 2007': http://www.legislation.gov.uk/uksi/2007/2264/pdfs/uksiem_20072264_en.pdf

Are the policies introduced by the Regulations achieving their aims and objectives?

Expert subject teaching by qualified and skilled workers

- There is evidence that good progress has been made towards ensuring a qualified and expert teaching profession with new entrants to the sector enrolled on or have achieved a recognised teaching qualification:

  - In FE colleges, there was a year on year increase between 2003-04 and 2006-07 in relation to the proportion of staff with a teaching qualification at Level 5 or above. This trend has continued after the introduction of the Regulations in 2007.

  - Of the new teachers joining the sector after September 2007, and who are therefore in direct scope of the Regulations, it is estimated that between 68% and 80% of this group hold or are enrolled on a recognised teaching qualification in FE colleges and 76% in ACL providers. Similar data for the WBL sector is unavailable.

  - Approximately 80% of all teaching staff within FE colleges (regardless of their start date in the sector) are estimated to have or be working towards a recognised qualification. This figure is estimated to be slightly lower in WBL and ACL providers.

  - According to the most recent SIR data, 2009-10, 57.2% of teaching staff in FE colleges held a Level 5 or above teaching qualification, compared with around 52% in 2006-07.

  - As a result of the Regulations, there have been significant changes to HR policy and practice in providers to ensure compliance. Around two thirds of WBL and ACL case study providers have introduced a requirement for new staff to become qualified within five years, which did not exist previously. In many colleges, the Regulations have reinforced existing requirements for staff to be qualified and led to more consistent application and monitoring. These new policies have been supported and implemented through changes to employment contracts, pay scales that incentivise staff to become qualified by differentiating between qualified and unqualified staff and revised appraisal systems that review progress with qualification.

Perceptions of the Regulations and the overall provider response

- The Regulations have been successful in introducing a minimum level of competence among teachers and trainers through the PTLLS qualifications. The impact is particularly apparent among WBL and ACL providers where it was far less likely that new entrants would have undertaken a foundation teaching qualification immediately. New entrants gain a quicker and more effective grounding in key teaching skills such as lesson planning, planning schemes of work and understanding and responding to different lesson preferences, for example. One of the benefits here is simply that the qualification is perceived by staff themselves to be useful.

- SIR data from 2009-10 shows that 22% of college teaching staff have PTLLS as their highest teaching qualification and are not enrolled on any other teaching qualifications. Many staff in ACL and WBL also choose to take PTLLS as a standalone award and now need to complete a CTLLS or DTLLS appropriate to their teaching role. There is some evidence that tutors and trainers in ACL and WBL are not supported to go beyond PTLLS. One of the strong messages from the case studies is of the importance of maintaining momentum towards achieving the required qualifications.

Improved use of a range of practices and techniques, including e-learning, use of new technologies and target-setting to provide a personalised learning experience and a consistent and thorough initial assessment of students' needs;

- There is evidence from interviews with teachers, department and faculty heads and team leaders, that new staff systematically being enrolled on and obtaining the ITT qualification equips staff with increased confidence, the ability to use different teaching methods to support learners with varying needs and learning preferences, and increased reflective practice.

Development of a sustainable culture of professionalism that enables staff to improve and update their skills continuously

- There is evidence that many of the intended short- term outcomes of the Regulations have been achieved or are starting to emerge. These include increased aspirations among teachers to progress in their careers, linked to a clearer qualification and career pathway; increased confidence that they have the skills required to do their job; feeling supported in their roles; increased knowledge and understanding of different teaching and assessment methods which they apply in practice; as well as improved levels of numeracy, literacy and ICT.

- There are also signs that the Regulations are achieving some intended medium-term outcomes. Teachers reported that they are more able to reflect on the impact of their learning, more able to change their practice to incorporate different ways of engaging with learners, and increasingly participate in continuing professional development.

- It is not just new teachers who have benefited from the Regulations. The Regulations have contributed to the creation of a professional FE environment in which there is an expectation for all staff to be skilled and qualified. As such, some providers have applied the requirement to be qualified to all staff, regardless of their date of appointment. Experienced teachers and trainers who did not have an ITT qualification previously and have been motivated by the Regulations to do one reported many benefits in relation to enhanced teaching practice and increased career aspirations.

- An important way in which the Regulations have contributed to create a culture of professionalism is the introduction of a clear career pathway that new entrants are aware of from the moment they enter the sector. All new entrants interviewed found the structure clear and helpful and there is some evidence that this helps to

nurture aspirations, with staff who have completed one stage, keen to move onto the next.

- Although the Regulations have not led to significant changes in mentoring and observation practice in terms of the level of investment in mentoring, existing mentors are being used in some providers to effectively support staff through the ITT and subsequently. However, mentoring support appears variable among colleges and there is evidence mentors are used less in WBL and ACL providers, where informal and ad hoc peer support is more common.

- A relatively small number of teachers have achieved A/QTLS to date (2,915) or are committed to achieving it (5,037). It is therefore difficult to assess the impact of professional formation and A/QTLS at this stage as the requirement to become qualified within five years means that for many providers, the professional formation period will only acquire importance now. Nonetheless, there is evidence from the case studies that a few providers have actively supported staff through professional formation. The key benefit for these staff has been improved reflection on their work. For new entrants, professional formation and QTLS is considered to be a useful consolidation of the ITT. However, more experienced staff who have been qualified for a number of years, are less likely to see the benefits of professional formation.

FE teachers being respected and valued by employers and learners and therefore young people, adults and employers wanting to participate

- Having A/QTLS is widely considered to be important in terms of achieving parity with schools. Having an equivalent to the QTS status is considered by providers to give a clear message that the professionalism of FE providers is on a par with that of schools. However, managers, teachers and trainers consider that there is little evidence yet that the Wolf recommendation for QTLS holders to be able to teach in schools is becoming a reality,. The issue of disparity of pay between schools and FE providers is also a significant concern in this area.

- As would be expected just four years since the introduction of the Regulations, it is too early to see evidence of an impact on learner achievement, participation, progression and retention. While some providers commented on year on year improvements in learner achievement rates, given the number of other influences on teaching and learning, it is not possible to attribute this solely to the Regulations. Nonetheless, the evidence of improvements to teaching suggests that an impact on learners may be evident in the medium to long term future.

Increased recruitment and improved retention of talented teachers, with excellent opportunities for progression and continuing development;

- While there is a perception that greater opportunities to train and develop are likely to encourage staff to stay in the sector, this is not borne out by evidence at this early stage. In terms of recruitment, the case studies found that the Regulations may have put off some industry experts from applying to the sector who were not willing to qualify as teachers. There is emerging evidence that new entrants to the sector are more likely to have a PTLLS qualification at the application stage

because it is widely understood this is required and because those with an industry background have used it as a 'taster' to see if a career in FE is appropriate for them.

- In regard to increased employer and learner investment in learning, although there is limited evidence so far that this has happened, a few WBL providers actively promote that they have a fully qualified workforce regulated by a regulatory body. They perceive this to be an important marketing tool that helps employers to see training as worthwhile and value for money.

Have there been any unexpected outcomes that have resulted from the Regulations?

- Many staff in ACL and WBL also choose to take PTLLS as a standalone award and now need to complete a CTLLS or DTLLS appropriate to their teaching role. There is some evidence that tutors and trainers in ACL and WBL are not supported to go beyond PTLLS. One of the strong messages from the case studies is of the importance of maintaining momentum towards achieving the required qualifications.

- It is not just new teachers who have benefited from the Regulations. Some providers have applied the requirement to hold a recognised teaching qualification to all staff, regardless of their date of appointment. More experienced teachers who did not have a teaching qualification previously have reported benefits in relation to enhanced teaching practice and increased career aspirations.

- There is evidence that the impacts of the 2007 Regulations have been greater for WBL and ACL providers because the Regulations are the first time these providers had been subject to statutory requirements, albeit this has been indirectly through contracting arrangements with the Skills Funding Agency (SFA) for delivering publicly-funded provision.

What are the barriers that may be preventing the achievement of the aims of the Regulations?

Overall across the case studies the Regulations appeared to have bedded down well with few barriers raised to implementation. Issues identified in the case studies included:

- Understanding of the associate teaching role and how to apply it continues to present a challenge to employers. Some find it difficult to match the description of the role to staff within their own organisation. In some cases they perceive this to be problematic though the number of teachers/trainers in an associate role can vary enormously from one organisation to another.

- Difficulties in reaching the required level for teaching qualifications among trainees which necessitates additional support from providers.

In addition, WBL and ACL providers have experienced some specific challenges because of the high proportion of sessional staff they employ whose primary job is not in FE and who are therefore either not willing to commit to training or do not have enough teaching

hours to secure a place on a teaching course. WBL and ACL providers are also more likely to lack resources to become a centre of initial teacher education and deliver teaching qualifications in-house, which results in additional costs.

The main potential future challenges identified in the study are:

- lack of clarity about enforcement of the Regulations when the five year timeframe for gaining professional status comes to an end;

- an increase in higher education fees, which means providers are obliged to opt for an awarding body- accredited qualification, even if this is not the most appropriate route for their staff;

- providers withdraw funding for initial teacher education due to budget constraints;

- and the risk that the current contractual requirement for SFA contracts to be delivered by staff holding a recognised teaching qualification is not consistently applied for all programmes.

Are there any examples of good practice among providers?

Having strong leadership from senior management teams to ensure a consistent and systematic approach to up-skilling or professionalising the workforce and to make the link between the Regulations and the quality agenda is important. This needs to be supported by regular monitoring linked to staff appraisals and key performance indicators. Other good practice examples include changing pay scales to build in increments at each stage of qualification to reward and recognise professionalism and to embed the policy within the organisation. Much less widely seen to date, but equally important, is the offer of support to staff during the process of professional formation (this is largely a function of professional formation being more recently introduced). It is generally accepted that it is also good practice to deliver PTLLS over an extended period of time rather than as a very short, intensive course (i.e. over at least a six-week period, to allow staff to reflect on what they are learning). Another area that was felt to benefit some providers was to work closely with awarding organisations to tailor initial teacher training provision, especially for WBL providers wanting to ensure that provision reflects a wide range of teaching settings.

What actions could be taken to improve progress towards meeting the Regulations' aims and to mitigate risks?

1. Even though the case for compliance has largely been won, providers are looking for a signal about how and who (if anyone) will monitor compliance. There may not be significant need for action here, but it may be worthwhile to communicate or reinforce to providers, as a minimum, where responsibility for compliance lies.

2. More providers are preferring to become centres for initial teacher education so they can deliver PTTLS in house. This brings a number of benefits - it maximises the relevance of the training, offers greater flexibility (allowing courses to be scheduled at a time that avoids clashes with teaching) and is also seen as a more cost-effective model for some. This is particularly the case among WBL providers.

However, concerns were expressed during the research that this increase of providers delivering in-house courses presents a challenge for ensuring that there is effective quality assurance of provision

3. As professional formation continues to become established at provider level, there is both an opportunity and a need for BIS (and, in practice, the Institute for Learning) to both emphasise that support is crucial for effective professional formation – and that the A/QTLS process provides a structured way for providers to, where necessary, develop new, focused approaches to mentoring support.

4. The CTLLS qualification has recently undergone significant revisions, and the impact of these should be monitored to ensure the intended improvements have been achieved and that the CTTLS qualification (and DTTLS) is more applicable to roles within the FE workforce

5. The Regulations need to be explicit about the basis for any additional flexibility. For example, whether it is possible to make exceptions to the existing requirements based on volume of teaching hours or delivery of accredited or non-accredited learning and consider how these should be framed to avoid 'diluting' the key message that staff must be qualified.

1. Introduction

This is the final report of the Evaluation of the Further Education Teachers' Qualifications (England) Regulations 2007, SI 2007/2264, undertaken by GHK Consulting Ltd on behalf of the Department for Business, Innovation and Skills. It draws on evidence from 27 case studies of Further Education (FE) providers from September to November 2011 and quantitative data from a range of sources. The report presents an assessment of the impact of the Regulations to date and makes recommendations about how progress could be further supported and facilitated.

1.1 The Regulations

1.1.1 Background and context

Regulations for the training of FE teachers were first introduced in 2001. The Further Education Teachers' Qualifications (England) Regulations 2001, SI 2001/1209 (the 2001 Regulations) applied only to teachers working in colleges and aimed to ensure that teachers were appropriately qualified in order to support learners to achieve their full potential. The 2001 Regulations also aimed to improve the image of the sector so that it is perceived to be as desirable to work in FE colleges as schools and to support the recruitment and retention of talented staff. However, a 2003 OFSTED assessment[3] highlighted on-going weaknesses in relation to in-service support during the initial training of further education teachers, such as mentoring and the literacy, numeracy and ICT levels of teachers

Shortly afterwards, in 2004, the then Department for Education and Skills (DfES) set out a vision for addressing these challenges in a strategy entitled *Equipping our Teachers for the Future*[4]. This policy document described comprehensive reforms to initial teacher training and the requirements for all new teachers and trainers from 1 September 2007 to be registered with the Institute for Learning (IFL) and to maintain their 'license to practise' through continuing professional development.

These reforms were embodied in the Further Education Teachers' Continuing Professional Development and Registration (England) Regulations 2007, SI 2007/2116 and the Further Education Teachers' Qualifications (England) Regulations 2007, SI 2007/2264 (The Regulations). These are separate but related Regulations designed to deliver the government's commitment to professionalising the FE workforce.

1.1.2 Content of the Regulations

The Regulations related to teachers' qualifications, which are the focus of this evaluation, introduced a requirement for all new teachers and trainers in the sector employed for the first time after 1 September 2007 to obtain a teaching qualification and, depending on

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[3] The initial training of further education teachers, Ofsted, 2003: http://www.ofsted.gov.uk/resources/initial-training-of-further-education-teachers-2003

[4] Equipping our Teachers for the Future: Reforming Initial Teacher Training for the Learning and Skills Sector, DfES, 2004: http://www.bis.gov.uk/assets/biscore/corporate/migratedD/publications/E/equippingourteachersforthefuture-115-161

their role, go on to gain Qualified Teacher Learning and Skills status (QTLS) or Associate Teacher Learning and Skill status (ATLS) within five years of appointment. For the first time, qualification requirements were defined according to the breadth and type of teaching responsibilities within a role as opposed to the numbers of hours taught[5] . In addition, the Regulations represented the first time there was a requirement for staff in Work-Based Learning (WBL) and Adult and Community Learning (ACL) to be qualified and the first time two types of teaching role were defined. Specifically, the Regulations required that:

- All staff with any teaching responsibilities must have a Preparing to Teach in the Lifelong Learning Sector (PTLLS) qualification or obtain it within a year.

- Staff in full teaching roles must have a Diploma in Teaching in the Lifelong Learning Sector (DTLLS) or equivalent, and then go on to gain QTLS within five years. A full teaching role is defined as carrying the full range of teaching responsibilities, requiring a teacher to demonstrate an extensive range of knowledge, understanding and application of curriculum development, innovation and delivery strategies.

- Staff with significantly fewer teaching responsibilities must have a Certificate in Teaching in the Lifelong Learning Sector (CTLLS)[6] and go on to obtain ATLS within five years. These staff would not be expected to demonstrate an extensive range of knowledge, understanding and application of curriculum development, innovation or delivery strategies.

In addition, the Regulations reinforced the existing requirement for teachers of Skills for Life subjects (literacy, numeracy and English for Speakers of Other Languages) to hold a subject specific qualification as well as a teaching qualification.

The Regulations applied to further education colleges as defined in the Education Act and other providers have been brought into the scope of the Regulations through the terms of Skills Funding Agency (SFA) contracts.

1.1.3 Aims and objectives of the Regulations

The 2006 White Paper *Further Education: Raising Skills, Improving Life Chances*[7] set out a vision of a **system in which all learners achieve, gaining new knowledge, understanding and skills through stimulating and expert subject teaching by qualified and skilled teachers**. The White Paper, along with *Equipping our Teachers for the Future* and a regulatory impact assessment[8], also set out specific objectives that the Regulations were intended to support:

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[5] Guide to the Further Education Teachers' (England) Regulations 2007, No. 2264, DIUS, 2007

[6] The need to obtain PTLLS, CTLLS or DTLLS does not apply to those employed in FE since before 2007 nor to staff who qualified in line with 2001 regulations.

[7] Further Education: Raising Skills, Improving Life Chances, Department for Education and Skills, 2006: http://www.official-documents.gov.uk/document/cm67/6768/6768.pdf

[8] See, 'Explanatory Memorandum to the Further Education Teachers' Qualifications (England) Regulations 2007': http://www.legislation.gov.uk/uksi/2007/2264/pdfs/uksiem_20072264_en.pdf

- Improved use of a range of practices and techniques, including e-learning, use of new technologies and target-setting to provide a personalised learning experience;

- Consistent and thorough initial assessment of students' needs;

- Development of a sustainable culture of professionalism that enables staff to improve and update their skills continuously;

- Increased recruitment and improved retention of talented teachers, with excellent opportunities for progression and continuing development;

- FE teachers being respected and valued by employers and learners and therefore young people, adults and employers wanting to participate;

Establishing minimum standards of teaching and greater consistency of quality across the sector.

The regulatory impact assessment at the time suggested that there would be no additional cost burden to providers as requirements to train already existed and would be covered by existing staff development funding arrangements.

Figure 1.1 overleaf sets out a logic model that summarises these key intended outcomes and impacts of the Regulations. This logic model has underpinned our assessment of the impact of the Regulations, and is supported by a detailed evaluation framework, which identifies the sources of evidence used as indicators of the intended outcomes and impacts. In the context of this report, Chapter 2 focuses on the achievement of the intended 'outputs' of the Regulations as set out in the logic model, namely whether the workforce as a whole is engaging with the requirement to become qualified and progress towards widespread achievement of professional status. Chapter 3 looks at how providers have gone about implementing the Regulations and some of the different models and approaches deployed, including how various parts of the sector face different challenges and what constitutes good practice for providers. Chapter 4 then considers the outcomes and impacts looking in turn at the short-term outcomes, medium-term outcomes and progress towards achieving the longer term impacts assumed in the logic model.

Figure 1.1 Logic model: the intended outcomes and impacts of the Regulations

Rationale for Intervention

Although learner achievement rates have risen steadily there is still a need for skilled people in the workforce to ensure economic growth. Teaching is adequate but there are weakness in Initial Teacher Training related to under-developed subject pedagogy, mixed levels of ICT, literacy and numeracy among teachers and weak mentoring and support in the workplace. In addition, FE teacher status is seen as lower than school teachers and the sector is failing to recruit a workforce that represents the make up of local communities. By ensuring teachers have appropriate qualifications and undergo professional formation their knowledge of how to teach effectively and understanding of their subject specialism will improve. This knowledge will be applied and lead to improved teaching practice which will support improved learner and staff outcomes.

Inputs	Activities	Outputs	Short-term Outcomes	Medium-term Outcomes	Impacts
Funding	New professional qualifications (PTTLS/CTLLS/ DTLLS) and equivalent qualifications such as PGCE or CertEd	All new teachers enrolled on a recognised qualification	Teachers: •feel that content of ITT is relevant, across all sectors	Teachers: • **change their practice to incorporate different ways of giving feedback, using ICT and assessing learners**	**Greater consistency of quality across the sector**
		New teachers obtain ATLS/QTLS status	•feel supported in their roles		Employers, learners and teachers perceive FE as relevant and professional
	Professional formation which requires teachers to demonstrate they have the skills and knowledge required to be a teacher	Experienced teachers gain QTLS status	**•Increased career motivations and aspirations linked to a clearer career and qualification pathway**	**•Are more able to reflect on the impact of their teaching**	Increased learner participation, progression, achievement and retention
	Recognition of prior learning and experience	All teachers are professionally registered	**•have confidence that they have the skills they need to do their job**	•Share their learning with colleagues	Increased teacher retention and recruitment
	Licensed practitioner status (QTLS/ATLS)		**•have improved knowledge and understanding about:** **•different teaching methods, assessment techniques, target setting to motivate learners, how to use ICT effectively to teach, improved use of individual learning plans**	**•Increased participation in CPD** • The learner offer is more relevant and up to date	Greater career progression for teachers, including improved wages
	Establishment of professional body				Increased willingness to contribute training costs among employers and individuals
	Enhanced in-service mentoring support			•Improve embedding of literacy, numeracy of ICT in vocational teaching as well as high quality stand alone provision	
	Systematic and comprehensive support during ITT		•have up to date vocational subject knowledge		**Greater parity of status and professionalism with schools**
	New HR strategies and procedures established at provider level		**•have good levels of numeracy, literacy and ICT**		

1.1.4 The current policy context

Four years on from the introduction of the 2007 Regulations, the imperative for a professional and skilled FE workforce, is arguably greater now than it ever has been. The coalition government's recent skills strategy, *Skills for Sustainable Growth*[9]*,* made clear that a strong FE system should play a key role in social mobility. It should also be expected to increase the skills of the workforce to ensure that UK businesses can compete in a global market and to increase employer and individual investment in skills. In recognition that achieving this will require a highly-skilled and capable FE workforce, the strategy set out the government's continued support for measures to ensure the FE teaching workforce is professionally qualified. Furthermore, reductions in public funding as a result of the current economic climate and a shift towards full-cost delivery in FE require staff with effective commercial skills as well as the ability to design and teach programmes tailored to the needs of individual learners and businesses. Additional policy reforms are also likely to place demands on staff. For example, raising the participation age to 18 by 2015 may mean teachers are required to cope with a larger group of learners with more complex needs. In addition, continued qualification reform and the impact of the Wolf review will require competent, skilled and flexible staff.

1.2 Purpose of the study

The objectives of this study are to:

- Assess whether policies introduced as part of the 2007 Regulations are achieving their aims and objectives;

- Explore whether there have been any unexpected outcomes that have resulted from the Regulations;

- Identify any barriers that may be preventing the achievement of the aims of the Regulations, including additional costs and burdens for providers;

- Identify examples of good practice among providers to overcome barriers and mitigate risk; and

- Assess the level of risk each of these barriers poses for achievement of the aims of the Regulations;

- Make recommendations to BIS about actions that can be taken to improve progress towards meeting the Regulations' aims and to mitigate existing risks.

1.3 Methodology

In order to achieve these objectives, we undertook the following research tasks:

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[9] *Skills for Sustainable Growth,* BIS, 2010: *http://www.bis.gov.uk/assets/biscore/further-education-skills/docs/s/10-1274-skills-for-sustainable-growth-strategy.pdf*

- **Review of documents and data.** We reviewed key research, policy, regulatory and operational documents relevant to the study. A full bibliography is provided in Annex 1. In summary, we looked at:

  - The Regulations and associated guidance to providers;

  - Strategy and policy documents that described the aims of the Regulations;

  - Existing research about the effectiveness of the Regulations;

  - OFSTED reports about the quality of Initial Teacher Training in FE; and

  - Various sources of data about the teaching workforce and provider performance: the Individualised Learner Record (ILR), Staff Individualised Record (SIR), IFL data, Labour Force Survey and Ofsted data.

On the basis of findings from this review, we further developed the logic model presented in our initial proposal.

- **Stakeholder interviews.** We conducted 12 telephone interviews with key stakeholders from:

  - Universities' Council for the Education of Teachers (UCET)

  - Learning and Skills Improvement Service (LSIS)

  - Institute for Learning (IFL)

  - Association of Colleges (AoC)

  - Association of Employment and Learning Providers (AELPS)

  - University and College Union (UCU)

  - Association of Teachers and Lecturers (ATL)

  - two awarding organisations (City and Guilds and Edexcel);

  - HOLEX;

  - Association of Centres for Excellence in Teacher Training (ACETT);

  - National Research and Development Centre for Adult Literacy and Numeracy (NRDC);

  - and the education department of the Royal Academy of Engineering.

The purpose of the interviews was to 'test' our draft logic model with key stakeholders. In addition, through the interviews we aimed to add to our understanding of:

- Data and literature relevant to the study;

- The impact of the Regulations in providers and evidence of any outcomes achieved to date;

- Challenges that have been experienced by providers in achieving the intended outcomes of the Regulations and potential future risks;

- What has been done to overcome challenges;

- Examples of good practice;

This helped to elaborate themes for exploration in the case studies.

- **Analysis of data.** We used the data we had collected to develop a sample of case study providers for the next stage of the research. Specifically, we:

  – Analysed IFL data to identify those colleges where a relatively high proportion of staff who were appointed pre-2007 had achieved or were committed to achieving QTLS or ATLS status (ie who were **not** obliged to comply with the Regulations but did so regardless). This was taken as an indicator that a college had a high level of commitment to the reforms.

  – Analysed IFL data and SIR data about the total size of the teaching workforce to identify different size colleges. Those with less than 30 members of staff were excluded.

  – Analysed ILR data about the number of employer responsive aims delivered by providers as an indicator of different sizes of WBL providers

  – Analysed the number of ACL-related learning aims as an indicator of different sizes of providers.

We also analysed SIR, IFL, LFS, Ofsted and ILR data to explore the impact of the Regulations on the FE workforce.

- **Case study sample.** The sample reflected:

  – Type of provider: general FE colleges; specialist colleges; WBL providers; and ACL providers (including a mix of voluntary and community sector, local authority and special designated institutions)

  – Size of provider: small, medium, large

  – In the case of colleges: levels of commitment to the Regulations (using the indicator of proportion of pre-2007 staff who are committed to or have achieved QTLS)

  – Geography: a mix of geographic regions across the sample

The final sample of 27 case studies was composed of the following:

- 12 general FE colleges: Paired according to size (two pairs of small colleges, two medium and two large) and within each pair, one college with a relatively high level of commitment to the Regulations and one with a relatively low level of commitment)

- Two specialist colleges

- Six WBL providers: two small, two medium and two large

- Seven ACL providers: one small, two medium and three large

See Annex 1 for a full list of case study providers.

- **Case study fieldwork.** Within each provider, we carried out interviews with senior and middle managers responsible for human resources, workforce development or training; curriculum area managers; and teachers, trainers, tutors and assessors appointed post-2007 as well as more experienced staff who have worked in the sector prior to 2007.

We interviewed an average of 8 staff per case study (against a target of 7), resulting in 229 interviewees in total.

Across the case study sample, we covered all sector subject areas, with an average of three sector subject areas per provider, with more areas covered in general FE colleges and larger WBL and ACL providers. 'Preparation for Life and Work' was covered in interviews with managers in most providers, and was explored in more depth in 14 case study providers through interviews with curriculum area leads and teachers and tutors.

2. Progress towards a Qualified, Professional Workforce

This chapter sets out the overall progress towards the implementation of the Regulations, primarily in terms of the achievement of recognised teaching qualifications by the workforce, but also in relation to attaining A/QTLS status. It focuses on the 'outputs' strand of our evaluation logic model. It primarily draws on findings from literature review and analysis of SIR, IFL, Ofsted and ILR data contextualised with input from the case studies.

2.1 Key messages

- In FE colleges, there has been a year-on-year increase in the proportion of staff with a teaching qualification at Level 5 or above. This trend precedes the 2007 Regulations (going back to 2003-04), but it has continued in more recent years.

- There has also been an increase in the overall proportion of teaching staff in FE colleges holding a recognised teaching qualification (at whatever level) since the introduction of the Regulations, with an increase from 74% of staff in 2005-06 to 77% in 2009-10.

- The vast majority of teaching staff in FE colleges are either qualified or on the way to becoming qualified according to the most recent data (from late 2010, but including earlier returns for 25% of providers). It is difficult to judge the nature of gap given that even the most recent data is from a point at which staff in scope of the 2007 Regulations had several years' to comply with the Regulations. However, the qualitative evidence from the case studies showed a general situation in which it was given for all FE college providers (that we spoke to) that new entrants would have or would work towards a teaching qualification. By the end of 2010, approximately 80% of teaching staff within FE colleges (98,062 people) were estimated to have or be working towards a recognised[10] teaching qualification[11]. This figure is estimated to be slightly lower in ACL and WBL providers, which would be expected given the different starting point. Unsurprisingly, though, the qualitative evidence suggests that the 2007 Regulations have had a greater impact in relation to these parts of the sector in relation to qualifying the workforce given that they were working from a lower base.

- SIR data from 2009-10 shows that 22% of college teaching staff have PTLLS as their highest teaching qualification and are not enrolled on any other teaching qualifications. Many staff in ACL and WBL also choose to take PTLLS as a standalone award and now need to complete a CTLLS or DTLLS appropriate to their teaching role. There is some evidence that tutors and trainers in ACL and WBL are not supported to go beyond PTLLS. One of the strong messages from the case

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[10] By recognised we mean a qualification that fulfils the requirement of the Regulations.

[11] This is based on analysis of 2009-10 data. A separate analysis by LLUK in the context of assessing progress towards the Success for All target estimated this figure to be 90%.

studies is of the importance of maintaining momentum towards achieving the required qualifications.

- It is too early to draw conclusions about progress towards achievement of ATLS/QTLS status given that teachers can only undertake professional formation after they have achieved a CTLLS or DTLLS equivalent qualification. The qualitative evidence from the case studies shows that for those joining the sector post-September 2007, professional formation appears to follow fairly seamlessly from the qualification and is a logic and useful 'next step' for newly-qualified teachers to embed learning.

2.2 Understanding the workforce in relation to the 2007 Regulations

2.2.1 Segmenting the workforce

In order to make sense of how, according to available data, the 2007 Regulations have been implemented across the workforce, it is important to segment the workforce by:

- **The date that individual teaching professionals joined the sector:** The 2007 Regulations specifically target staff joining the sector since the 1st September 2007. The main sources of data on the workforce, the Staff Individualised Record (SIR)[12] and the Institute for Learning (IFL) member database both allow for disaggregation on this basis. It is clear from the case studies that the impact of the Regulations goes beyond this discrete element of the current teaching workforce; however, these more recent entrants are the *direct* focus of the Regulations.

- **The part of the FE sector in which a professional is teaching (i.e. the sub-sector):** Data availability and quality varies across FE colleges, work-based learning (WBL) and Adult and Community Learning (ACL) providers, meaning that some analysis is partial by necessity. More importantly, though, while the 2007 Regulations led to the introduction of a requirement within SFA contracts for teaching staff in WBL and ACL to be qualified, in the FE college sector the 2007 requirements build on the previous 2001 Regulations. This provides a quantifiably different starting point when looking at the impact of the 2007 Regulations specifically in relation to FE colleges compared to WBL and ACL providers. In WBL and ACL, the Regulations apply specifically in the context of the delivery of SFA-funded provision.

- **Role:** The analysis of progress towards having a qualified workforce is further complicated by the interaction between typical classifications of the workforce (e.g. by role and occupation) in existing data sources and the broad definition of the 'teacher'' in the context of the Regulations. The applicability of the Regulations is not based on job title, type of contract or overall role; but, rather whether any given job includes aspects of teaching (perhaps combination with non-teaching elements). While the requirement is relatively unambiguous, the case studies highlight that some providers had to go to considerable effort to understand how exactly the Regulations related to their actual workforce. In practice, the issue for providers has

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[12] Although only for the 08-09 and 09-10 SIR returns

been interpreting the requirements for staff undertaking very little teaching (either because it is not the primary role, or, more often, where staff are contracted on a fractional or sessional basis). These staff are less likely to possess any form of teaching qualification and may be more difficult to encourage to qualify. It is therefore useful to also look at the attainment of teaching qualifications by hours worked.

2.2.2 The size of the teaching workforce by sub-sector

Table 2.1 below is based on a range of sources and shows that:

- The overall size of the teaching workforce can be estimated at 185,578.

- Just under two thirds of the FE teaching workforce are in the part of the sector (FE colleges) covered by the 2001 Regulations – although this is not to say that all staff met the previous requirements.

- There is a much smaller concentration of the workforce in WBL than FE colleges – but that this workforce is more dispersed across a much larger number of employers. This can influence the capacity of providers to respond to the requirements of the 2007 Regulations, the nature of the demands placed upon those providers and what systems need to be in place to monitor and support staff to become qualified. We explore these issues in Chapter 4.

Table 2.1 Size of the FE teaching workforce

Sub-sector	Number of employers	Size of overall workforce	Size of teaching workforce	Proportion of all FE teachers
FE colleges	357[13]	247,859	122,578	65.3%
ACL	185	N/A[14]	35,000	18.7%
WBL	1,515	30,000 (publicly funded)		16.0%[15]
Total	**2,057**	**-**	**187,578**	**100%**

Sources: Further Education College Workforce Data for England 2009-2010 (FE colleges); Implementing the FE Workforce Strategy A development agenda for Local Adult Learning Providers (ACL); Sector Skills Assessment 2010 England (WBL)

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[13] Including 229 general FE colleges, 91 sixth form colleges, 16 special colleges (agriculture and horticulture); 8 national specialist colleges; 8 specialist designated colleges; 4 special colleges (art, design and performing arts); 1 unclassifiable college

[14] The wider workforce, in the context of local authorities, is not an appropriate comparator

[15] Based on the assumption that the workforce estimate relates to teaching staff

Evidence relating to the FE college sub-sector is drawn primarily from the SIR, the most recent return for which (2010-11) was gathered from August to December 2010[16]. The FE college sub-sector is composed of 357 employers and defined by the SIR as including the following:

- General FE colleges

- National specialist colleges

- Sixth form colleges

- Special colleges – agriculture and horticulture

- Special colleges – art, design and performing arts

- Specialist designated colleges.

In 2010-11, General FE colleges comprised just under two thirds of the responding organisations (64.3%, 229 colleges) and sixth form colleges a further quarter (25.6%, 91 colleges). In terms of the overall size of the workforce, the SIR includes an estimation based on 10 to 15 per cent of staff holding contracts with multiple colleges (noting that the SIR returns are based on contracts rather than number of employees) [17].

The WBL sector is the most difficult to estimate in the context of the Regulations. The Regulations encompass SFA-funded provision and the corresponding workforce is estimated in the *2010 LLUK Sector Skills Assessment for England* at around 30,000 staff (working across 1,515 employers). It is not clear how this relates to teaching and non-teaching personnel and the currency of the estimate is debatable. However, it is the best available estimate.

The ACL sector is equally difficult to estimate because of sub-contracting and the interaction between providers and funding. The 2011 report, *Implementing the FE Workforce Strategy: A Development Agenda for Local Adult Learning Providers,* provides a useful definition of the employers in scope. It describes the 'ACL community' as encompassing the 150 local authorities (around 100 of which maintain a directly managed adult/community learning service; the rest of whom sub-contact often to an FE college will also retain responsibility for specific areas – such as family learning). It also includes an estimated 35 third sector providers – both national organisations and locally focused community based agencies – that specialise in widening participation (and may specialise with regard to areas of learning). This definition further includes a small number of specialist designated institutions, which are also captured in scope of FE colleges under the SIR (meaning that there is a small overlap). The report states that:

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[16] This, in effect, means that the lion share of sector data is at the point at which only three out of the five years had passed before staff joining the sector in September 2007 are required to be qualified. Furthermore, 25% of college responses in 2009/10 SIR are 'backfilled' i.e. there was no submission from the college and earlier returns are used, so the 2009/10 data corresponds to a previous date

[17] Further Education College Workforce Data for England: An Analysis of the Staff Individualised Record Data 2009-2010, March 2011, LLUK

"Data from the most recent Lifelong Learning UK Sector Skills Assessment suggests that the providers regarded as members of the 'ACL community' employ some 35,000 teaching personnel"[18].

2.2.3 The size of the teaching workforce by start date

In order to understand the impact of the Regulations, it is necessary to estimate the proportion of the teaching workforce that joined the sector post-2007 and are therefore directly in scope of the Regulations. There are various ways of doing this.

In FE colleges, analysis of the 2009-10 SIR records suggests that 40.3%[19] of teaching staff joined the sector after September 2007, compared to 59.7%[20] who started prior to that date[21]. This is likely to be an overestimation given that it implies that somewhere in the region of four out of ten teaching staff across FE colleges had newly joined the sector over a three-year period[22]. It may reflect how missing data is coded in the SIR and also the fact that if a member of staff has taken a career break, their date started teaching would be the date they returned[23]. The IFL membership database provides a complementary data source, and suggests that only 27.8% of staff joined the sector post-September 2007 (to summer 2011) – see table 2.2 below.

Table 2.2 Number and proportion of IFL members joining the sector pre- and post-September 2007

Sub-sector	Number (and %) joining pre Sept 07	Number (and %) joining from Sept 07	Total
FE colleges	23,100 (72.2%)	8,902 (27.8%)	32,002 (100%)
WBL / ACL	14,733 (72.7%)	5,531 (27.3%)	20,264 (100%)
Total	37,833 (72.4%)	14,433 (27.6%)	52,266 (100%)

Source: IFL database (accessed 10.8.11)

The March 2011 report on progress towards the Success for All target[24] indicated that 3,361 out of 10,398 teaching staff in ACL/WBL responding to an associated survey were

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[18] Implementing the FE Workforce Strategy A development agenda for Local Adult Learning Providers, February 2011, HOLEX / UCU/ NIACE

[19] 52,038 out 129,061 records

[20] 77,023 out 129,061 records

[21] This is based on the 'date started teaching' field of the SIR, as opposed to the 'date of appointment field'.

[22] Note though that an unpublished UCU survey in 2007 of 409 members across the FE sector found that 15.8% of respondents had been teaching in the post-compulsory sector for less than a year, while 64.6% had been in the sector from 1 to 5 years.

[23] LSIS FE Sector Workforce Data Collection Field Specification for the Staff individualised record: 19 (2010/11)

[24] Progress of Further Education Sector teaching staff towards the Success for All target – Final report, March 2011, LLUK

'eligible to be qualified for the purpose of Success for All' (32.3%), which, in the context of WBL/ACL, means that they entered the sector from September 2007. This is similar to the equivalent proportion of IFL members (27.3%).

The IFL data suggests **that the proportion of the teaching workforce directly covered by the 2007 Regulations is similar across FE colleges, WBL and ACL**. If this was assumed to relate to, say, 30% of workforce overall – **it would mean that the 2007 Regulations encompass around 56,300 staff across FE colleges, WBL and ACL**.

2.3 Progress towards achieving teaching qualifications

One of the main challenges in understanding the extent to which FE teaching staff are qualified in the context of the 2007 Regulations is the complex qualification mix for the sector and the interaction between new, continuing and predecessor qualifications[25], as well as the different routes to becoming qualified (e.g. the HE and awarding body routes; pre service and in service training). One of the consequences of the new suite of qualifications introduced in conjunction with the 2007 Regulations (PTTLLS; CTTLLS; DTTLLS) is that it potentially simplifies the qualifications landscape. Of course, close the point of the introduction of these qualifications, there is inevitably a workforce that is pre-qualified and part-qualified with a wider range of predecessor qualifications.

It is therefore important to distinguish two strands of analysis when looking at the extent to which the FE teaching workforce (especially in FE colleges) holds a recognised teaching qualification:

- There is the wider question of how qualified the overall teaching workforce is on the basis of successive reforms and in the context of the range of teaching qualifications (at different levels) that applied at different times.

- Separately, there is the question of how, and the extent to which, staff joining the sector post September 2007 are qualified (or becoming qualified) according to the new qualification requirements (achievement of CTLLS or DTLLS – or equivalents), and whether the evidence here suggests a specific impact with regard to the Regulations (and the implicit up-skilling element of those Regulations).

It is important to note, though, that the strength of the SIR data is that it shows trends in the 'qualifications composition' of the workforce. It allows for a reasonably robust judgement to be made about how much of the (FE college) workforce has achieved a teaching qualification. What is less clear is the nature of the gap. Assumptions have to be made about the qualifications held by the substantial minority of staff reporting 'not known / not provided / not applicable'. The interpretation of the situation of this group of staff certainly goes a long way to determining the extent to which the 2001 Regulations were met.

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[25] For example, the LSIS FE Sector Workforce Data Collection Field Specification for the Staff individualised record: 19 (2010/11) notes: *'Although the Certificate in Education has been replaced by the DTLLS, some universities continue to refer to their DTLLS course as a Certificate in Education.'*

2.3.1 The overall teaching workforce (pre-2007 and post-2007)

2.3.1.1 Achievement of and progress towards qualifications at Level 5 and above (FE colleges)

In relation to FE colleges, there was a **year on year increase between 2003-04 and 2006-07 in relation to the proportion of staff with a teaching qualification at Level 5 or above[26]. This trend continued after the introduction of the Regulations in 2007**, as demonstrated by figure 2.1 below. According to the most recent SIR data, 2009-10, 57.2% of teaching staff in FE colleges held a Level 5 or above teaching qualification, compared with around 52% in 2006-07.

Figure 2.1 Proportion of the FE College teaching workforce with a Level 5 or above teaching qualification between 2002-03 and 2009-10
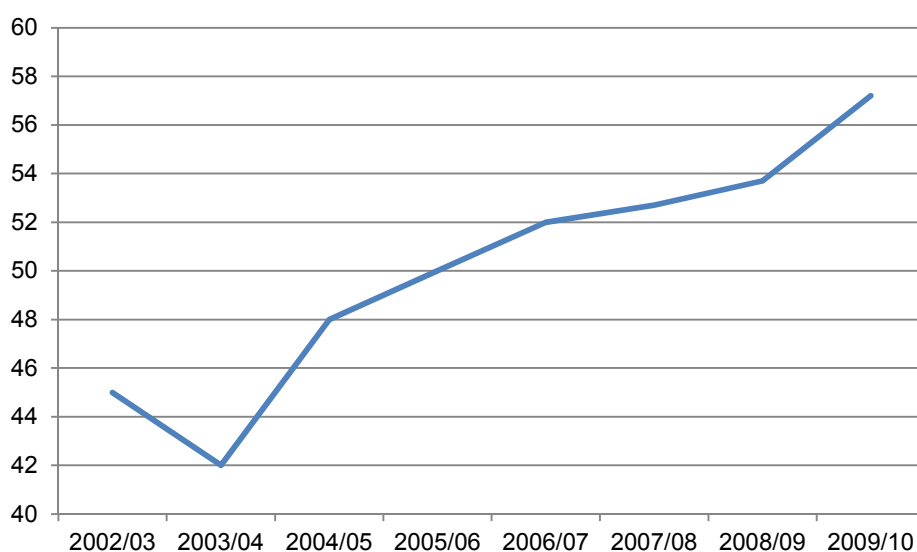
Source: adapted from SIR, LLUK reports 02-03, 04-05, 06-07, 07-08, 08-09, 09-10

This illustrates that the central ambition of the 2007 Regulations to raise the bar in terms of level of qualification required to teach is being is being met, to a significant extent, on the ground (i.e. basic compliance with the Regulations).

An understanding of engagement with the Regulations requires us to look at both the number/proportion of staff holding a recognised teaching qualification, plus the number/proportion of staff enrolled on a recognised qualification.

The 2009-10 SIR report from LLUK also suggests that 21.7% of the overall teaching workforce is enrolled on one of the Level 5 and above qualifications (see table 2.3 overleaf). This reported figure cannot simply be combined with the proportion already holding these qualifications because the SIR includes a significant number of records in which enrolled and achieved qualifications are recorded identically (double counting).

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[26] Prior to 2007, this means a PGCE, Cert Ed, or a BEd/BSc/BA with concurrent QT; and post 2007, this means these qualifications or a DTLLS qualification.

Table 2.3 therefore also includes a 'discounted' rate based on primary analysis of the SIR data, which removes this double-counting. It suggests that:

- **5.2% of the overall teaching workforce is additionally enrolled on one of the Level 5 or above qualifications, which means that an estimated 62.4% of the FE college teaching workforce is qualified at or working towards a teaching qualification at Level 5 or above.**

Note that discounting in this way highlights that enrolment on DTTLS is more comparable to other qualifications (especially the PGCE) than the 2009-10 SIR report might suggest.

Table 2.3 Enrolment on teaching qualifications, 2009-10 (Level 5 and above)

Teaching qualification	Number	Per cent (of teaching workforce)	Per cent (discounted)
Diploma in Teaching in the Lifelong Learning Sector (DTLLS)	2,807	2.3%	1.3%
Certificate of Education	10,883	8.9%	2.1%
Postgraduate Certificate in Education (PGCE)	10,114	8.3%	1.5%
BEd/BA/BSc with concurrent qualified teacher status	2,786	2.3%	0.3%
Total	26,590	21.7%	5.2%

Source Adapted from Further Education College Workforce Data for England 2009-10, LLUK; plus primary analysis of the 2009/10 SIR (the discounted percentage)

Achievement of and progress towards all recognised teaching qualifications (FE sector)

Of course, there are also teachers in FE colleges with CTLLS/PTLLS or equivalent legacy qualifications as their highest qualifications who comply with the 2007 Regulations or are outside of its scope (but still holding a *'relevant teaching qualification'* in the context of the broader Success for All agenda[27]). As table 2.4 overleaf demonstrates, **there has also**

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[27] Progress of Further Education Sector teaching staff towards the Success for All target – Final report, March 2011, LLUK. It listed relevant teaching qualifications as being: *'Level 5 Diploma in Teaching in the Lifelong Learning Sector (DTLLS); B.Ed / B.A / B.Sc with concurrent qualified teacher status (schools); Generic Certificates in Education (Cert.Ed.), Post Graduate Certificates in Education (PGCE) or equivalent from HEIs in England, Northern Ireland, Scotland and Wales; SVUK endorsed qualifications integrating generic teacher training with a literacy, numeracy or ESOL subject specialism; Level 3 or Level 4 Certificate in Teaching in the Lifelong Learning Sector (CTLLS); Level 3 or Level 4 award in Preparing to Teach in the Lifelong Learning Sector (PTLLS). For all FE college teachers, this also*

been an increase in the overall proportion of staff holding some form of teaching qualification from 74.0% in 2005-06 to 77.0%[28] in 2009-10.

Table 2.4 Number and percentage of teaching staff holding each qualification, 2005-2006 to 2009-2010

Level	Teaching qualification	2005-06	2006-07	2007-08	2008-09	2009-10
Level 5 or above	Preparing to Teach in the Lifelong Learning Sector (PTLLS)	N/A	N/A	822 (0.6%)	2,194 (1.6%)	3,447 (2.8%)
	Certificate in Teaching in the Lifelong Learning Sector (CTLLS)	N/A	N/A	166 (0.1%)	626 (0.5%)	910 (0.7%)
	Diploma in Teaching in the Lifelong Learning Sector (DTLLS)	N/A	N/A	276 (0.2%)	1,140 (0.8%)	2,077 (1.7%)
	Certificate of Education	21.0%	21.1%	31,002 (22.9%)	32,267 (23.3%)	29,750 (24.3%)
	Postgraduate Certificate in Education (PGCE)	18.9%	19.8%	28,982 (21.4%)	29,989 (21.7%)	28,580 (23.3%)
	BEd/BA/BSc with concurrent qualified teacher status	9.1%	9.1%	11,084 (8.2%)	10,866 (7.9%)	9,636 (7.9%)
Level 4	Level 4 FE Teaching Qualification - Stage 3	0.9%	1.1%	2,074 (1.5%)	1,928 (1.4%)	1,666 (1.4%)
	Level 4 FE Teaching Qualification -	2.0%	2.1%	2,877 (2.1%)	2,648 (1.9%)	2,107 (1.7%)

includes: Level 3 teaching qualification or Level 4 FE teaching qualification stage 3 and for part-time teachers, the Level 4 stages 1 and 2 are also included'

[28] All listed qualifications in table 2.4 minus 'none of the above' and 'not known / not provided'

Level	Teaching qualification	2005-06	2006-07	2007-08	2008-09	2009-10
	Stage 2					
	Level 4 FE Teaching Qualification - Stage 1	2.0%	2.2%	3,041 (2.2%)	2,762 (2.0%)	2,145 (1.7%)
Level 3 or below	Level 3 Teaching Qualification (e.g. CG 7303)	9.8%	8.4%	9,891 (7.3%)	8,856 (6.4%)	6,749 (5.5%)
	Learning and Development Awards	2.1%	2.0%	3,606 (2.7%)	3,502 (2.5%)	2,688 (2.2%)
	Other teaching qualification not listed	8.1%	7.4%	7,256 (5.4%)	6,094 (4.4%)	4,676 (3.8%)
Total		74%	73%	101,077 (74.6%)	102,872 (74.4%)	94,461 (77%)

Source: SIR, LLUK reports 07-08, 08-09, 09-10 Note that percentages only are provided for earlier years because either the absolute figures were not published (05-06) or the figures that were published have been subsequently re-calculated (06-07)

The 2009-10 SIR suggests that 45,590 FE college teaching staff were enrolled on a recognised teaching qualification at the time of the survey, which would represent 37.2% of the reported 122,578 teaching workforce. Using the same discounting approach as above, only 1.9% of the workforce were *additionally* working towards a recognised qualification (i.e. they did not already have or report holding a recognised teaching qualification). This simply provides an estimate for the proportion of the workforce that did not already have some form of recognised qualification (including legacy qualifications etc.), who were reportedly working towards such a qualification (i.e. becoming qualified for the first time). It does not take account of those teachers undertaking further or higher teaching qualifications. **It suggests that around four out of five (79.9%) of the <u>overall</u> teaching workforce in FE colleges had, or were working towards, a recognised teaching qualification at the time of the 2009-10 SIR**.

A separate analysis undertaken by LLUK in the context of assessing progress towards the Success for All target found that 90.4% of eligible teaching staff in FE colleges held or were working towards a recognised teaching qualification. This assessment was based on the same SIR data and list of qualifications, but only encompassed teaching staff who started to teach in the FE sector from 1st September 2001. This suggests that either there are a considerable number of unqualified staff who joined the sector pre September 2001

or that there was a different methodology deployed to calculate the Success for All SIR-based figure.

By either measure, it is estimated that a slightly lower proportion of staff in WBL and ACL has either achieved or is enrolled on a recognised teaching qualification. This would be expected – given the different starting point of ACL and WBL. Published data in the context of the 2011 Success for All report only relates to staff joining the sector post September 2007, but unpublished data from the survey for the ACL sub-sector suggests that the overall workforce is still around three quarters qualified/progressing towards qualification (see section 2.3.4.1 overleaf).

The most recent SIR data gathering for WBL providers in 2009-10 indicated that *'41.1% of WBL teaching/training staff held a qualification at NQF level 5 or above'*[29]. This data is based on 2,433 records from 22 providers (not a representative sample). A fifth of teaching staff (20.9%) had a highest qualification at NQF Level 4 and 11.7% were at Level 3. This shows that a significant proportion of the workforce (26.3%) has a highest level qualification below level 3 (not even considering whether these staff hold a recognised teaching qualification). The corresponding figure for ACL staff in the parallel 2009-10 survey[30] was 5.0%, indicating something about the differing workforce composition between ACL and WBL and likely gap to be bridged (in terms of upskilling) as a consequence of the 2007 Regulations.

2.3.1.3 Part-time teachers

It is possible to compare the spread of teaching qualifications held for all FE college teaching staff to those that report only teaching from 1-5 hours per week. This is potentially significant because one of the reported challenges in implementing the Regulations (albeit more so in ACL and WBL than FE colleges) is in the context of fractional or sessional staff. Even just looking at staff in FE colleges (who are more liable to work full-time), a slightly different qualification profile emerges. As one would expect, among staff who work between one and five hours per week, a smaller proportion hold a Level 5 or above teaching qualification than other staff. Interestingly, however, the proportion of teaching staff who work 1-5 hours and hold a DTLLS is similar to the proportion of all staff who hold a DTLLS (see table 2.5 overleaf)

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[29] The Work Based Learning Workforce in the Further Education Sector in England Factsheet for 2009-2010, March 2011, LLUK

[30] It had a slightly higher response (7,441 records from 43 providers)

Table 2.5 Number and percentage of staff working 1-5 hours per week holding a Level 5 or above teaching qualification (2009-10)

Teaching qualification	Number (1-5 hrs)	Percentage (1-5 hours)	Percentage (all staff)
BEd/BA/BSc with concurrent qualified teacher status	823	4.1%	7.9%
Certificate of Education	3,409	17.0%	24.3%
PGCE	2667	13.3%	23.3%
DTLLS	287	1.4%	1.7%

Source: 2009-10 unpublished SIR data

In addition, a higher proportion of staff working few hours have the PTTLS and CTTLLS qualifications compared to all staff (see table 2.6 below)

Table 2.6 Number and percentage of staff working 1-5 hours per week holding a PTLLS or CTLLS qualification (2009-10)

Teaching qualification	Number (1-5 hrs)	Percentage (1-5 hours)	Percentage (all staff)
PTLLS	1,111	5.5%	2.8%
CTLLS	264	1.3%	0.7%

Source: 2009/10 unpublished SIR data

A similar picture emerges when comparing the qualifications held by full-time and part-time staff. **This may indicate that the new PTLLS/CTLLS/DTLLS qualification structure is having a greater impact among teachers who work fewer hours**.

There is further evidence to suggest the impact of the Regulations has been greater on part-time staff than full-time staff. A 2010 review of the Success for All targets reported that the percentage of teaching staff qualified or enrolled has increased by 16.3 percentage points over seven years among part-time staff, as opposed to a 6.1 percentage point increase among full-time staff. This is primarily attributed to the fact that the proportion of qualified part time staff was lower prior to 2007[31].

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[31] Progress between 2002-2003 and 2008-2009 on the 'Success for All' qualified further education workforce target, LLUK, 2010.

2.3.1.4 Progressing from intermediate to full teaching qualifications

The SIR data provides a picture of progression to full teaching qualifications in the context of the current qualification structure (see Table 2.7) below. It provides only a rough indication of a dynamic situation. The 2009-10 SIR figures are likely to over-represent people who had very recently completed one of these qualifications – and it may simply reflect that there is a gap between achievement and enrolment on the next stage of learning. Also, it is only really the PTLLS data that provides an indication of the *requirement* for progression in the context of the 2007 Regulations (although it is striking that the picture is relatively similar across both PTLLS and CTLLS).

Even taking account of this, the data does indicate that, many staff in ACL and WBL choose to take PTLLS as a standalone award and now need to complete a CTLLS or DTLLS appropriate to their teaching role. There is some evidence that tutors and trainers in ACL and WBL are not supported to go beyond PTLLS. One of the strong messages from the case studies is of the importance of maintaining momentum towards achieving the required qualifications

Table 2.7 Progression from PTLLS and CTLLS achievement

Highest teaching qualification	Highest enrolled teaching qualification						Total
	Cert. Ed	PGCE	CTLLS	DTLLS	Not enrolled on any qualification	Other / unknown	
PTLLS (Number)	219	99	207	391	813	1,904	3,633
PTLLS (%)	*6.0%*	*2.7%*	*5.7%*	*10.8%*	*22.4%*	*52.4%*	*100%*
CTLLS (Number)	48	33	N/A	128	224	506	939
CTLLS (%)	*5.1%*	*3.5%*		*13.6%*	*23.9%*	*53.9%*	*100%*

Source: SIR 2009-10 analysis unpublished

2.3.2 Teaching qualifications and the post-September 2007 teaching workforce

2.3.2.5 Teaching qualifications held by post-September 2007 teachers

We are not yet at the point at which the first teaching staff coming in scope of the 2007 Regulations have passed the five-year deadline to achieve professional status, so it is difficult to make any judgements about what current data shows. In part, this is compounded by a necessary time lag in the SIR data (which is amplified by the use of backfilled data itself up to five years old).

Looking at the SIR data 2009-10 on the highest qualification held by teaching staff who joined the sector from September 2007 shows that the PTTLS, CTTLS and DTTLS qualifications are concentrated among new staff (see table 2.8 below). In particular, it shows **the traction gained by the PTTLS qualification within the sector**. There is, though, a large proportion of unknown data for post-September 2007 staff, reflecting that this indicator was only used in the two most recent SIR collections (08-09 and 09-10).

The data also reflects that many people in this category are still likely to be qualifying (which, in particular explains the lower proportion of post-September 2007 staff holding a Certificate of Education or a PGCE). The proportion of post-September 2007 staff enrolled in selected qualifications is as follows:

- PGCE – 7.5% (3,909 out of 52,038 staff/records)

- Cert. Ed. – 5.6% (2,897)

- PTLLS – 4.0% (2,105)

- DTLLS – 3.3% (1,698)

- BEd/BA/BSc with concurrent qualified teacher status – 1.6% (830)

- CTLLS – 1.0% (535).

Table 2.8 Number and percentage of staff holding each highest qualification by date entering sector (2009-10)

Teaching qualification	Number of pre-2007 staff	% pre-2007 staff	Number of post-2007 staff	% post-2007 staff
BEd/BA/BSc with concurrent qualified teacher status	6,782	8.8%	3,064	5.9%
Certificate of Education	22,394	29.1%	7,726	14.8%
Level 3 Teaching Qualification (e.g. CG 7303)	5,187	6.7%	1,845	3.5%
PGCE	19,572	25.4%	9,345	18.0%
Learning and Development Awards (inc. TDLB awards)	1,464	1.9%	2,146	4.1%
Level 4 FE Teaching Qualification - Stage 1	1,455	1.9%	706	1.4%

Teaching qualification	Number of pre-2007 staff	% pre-2007 staff	Number of post-2007 staff	% post-2007 staff
Level 4 FE Teaching Qualification - Stage 2	1,615	2.1%	524	1.0%
Level 4 FE Teaching Qualification - Stage 3	1,304	1.7%	430	0.8%
PTLLS	674	0.9%	2,959	5.7%
CTLLS	289	0.4%	650	1.2%
DTLLS	949	1.2%	1,172	2.3%
Teaching support qualification at NQF level 3	291	0.4%	324	0.6%
Teaching support with prof. qualification at NQF level 4 or above	564	0.7%	409	0.8%
Not applicable (non-teaching staff)	760	1.0%	1,158	2.2%
No further qualification on the above list	1,969	2.6%	2,717	5.2%
Non-SVUK Endorsed	2,662	3.5%	2,155	4.1%
Unknown	9,092	11.8%	14,708	28.3%
Total	7,7023	100%	52,038	100%

Source: SIR 2009-10 unpublished data (NB: 'pre 2007' refers to staff joining the sector before September 2007; 'post 2007' refers to staff joining the sector from September 2007) NB: figs not discounted

In order to determine a rough proportion of post-September 2007 staff who have qualified or are enrolled on a recognised teaching qualification, it is important to discount from the above figures, those members of the workforce reporting enrolment that already have a recognised qualification (to remove double counting). Table 2.9 overleaf compares the position for post-September 2007 staff with all staff using comparable SIR data. This seems to suggest that staff joining the sector before September 2007 are more likely to be qualified or working towards a qualification. Even taking account of the disproportionate

number of 'unknowns' among post-September 2007 staff (14.7% compared to 8.2% for all staff), the figure remains lower. The case study evidence suggests that newer teaching staff are more likely to be qualified / enrolled, so the SIR data perhaps indicates something of a lag between staff joining the sector and becoming qualified. It is not entirely surprising that those staff joining the sector in September 2007 specifically would not yet have enrolled when the SIR return was made, and therefore the aggregate figures should be read with caution.

Table 2.9 Number and percentage of Post-September 2007 FE college teaching staff holding or enrolled in a teaching qualification (2009-10)

	Holding teaching qualification	Enrolled on teaching qualification (discounted)	Holding / enrolled	Total
Post-2007 staff	31,300 (60.1%)	4,112 (7.9%)	35,412 (68.1%)	52,038 (100%)
All staff	93,848 (72.7%)	6,884 (5.3%)	100,732 (78.0%)	129,143 (100%)
Post-2007 staff (excluding unknowns)	*31,300 (70.5%)*	*4,112 (9.3%)*	*35,412 (79.8%)*	*44,376 (100%)*
All staff (excluding unknowns)	*93,848 (79.1%)*	*6,884 (5.8%)*	*100,732 (85.0%)*	*118,537 (100%)*

Source: SIR 2009/10 unpublished data (NB: 'post 2007' refers to staff joining the sector from September 2007)

The interim findings from an unpublished survey of WBL and ACL undertaken from September 2010 to January 2011 by LLUK in conjunction with NIACE, HOLEX, ALP and LEAFEA provides a more detailed snapshot of the qualifications of teaching staff[32] in ACL. In relation to ACL:

- '74.7% of the 5,597 surveyed ACL teaching staff who started teaching in the further education (FE) sector (ACL, FE colleges or WBL) before 1 September 2007 hold or are enrolled on a recognised teaching qualification

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[32] The term 'teaching staff' is used to define any staff that deliver teaching, training and tutoring to individuals and/or groups, whether in workshop or classroom settings and/or in the work place. This includes those facilitating learning and coaching apprentices as well as direct delivery to a range of learners. It will include job titles such as "Trainer", "Teacher", "Tutor", "Assessor Trainer" and "Skills Facilitator". It will also include staff whose primary role may not be any of the above, for example a manager who delivers teaching or training

- 76.3% of the 2,182 surveyed ACL teaching staff who started teaching in the FE sector after 1 September 2007 hold or are enrolled on a recognised teaching qualification'[33]

2.4 Engagement with A/QTLS

Figure 2.2 provides a snapshot of progress towards A/QTLS status across the whole FE teaching workforce as of August 2011. This uses IFL membership as a proxy for the workforce (as this provides the most up-to-date picture). It may over-estimate engagement with the A/QTLS process across the entire workforce, but probably does not capture the full extent of activity.

The IFL database provides information on 54,606 teachers across the sector, of which 2,915 had achieved A/QTLS status by August 2011; while a further 5,037 members were committed to achieving professional status. Only 123 IFL members had failed in their A/QTLS application at this point. It shows that the majority of the overall workforce (85.2% on the basis of IFL membership) had not yet made an application for professional formation. This is not surprising given that includes a large share of pre-September 2007 staff. It also reflects the more recent introduction of professional formation and highlights the inevitable time lag in undertaking the process among post-2007 staff that must first become qualified.

In fact, as figure 2.2 shows, a similar proportion of staff have achieved A/QTLS status in the pre 2007 category (5.6%) as in the post 2007 category (5.5%). This reflects that the earliest cohort of staff undergoing professional formation was drawn from already-qualified staff. It does indicate the extent to which A/QTLS had become embedded among this wider cross-section of staff. Our case study research shows that many providers are just beginning to get to grips with professional formation, having logically first focused on ensuring the systems are in place to qualify the workforce. It remains early days for understanding overall engagement with (and therefore impact of) the process on the sector.

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[33] Interim survey findings of WBL and ACL (unpublished)

Figure 2.2 Proportion of all staff progressing towards A/QTLS status
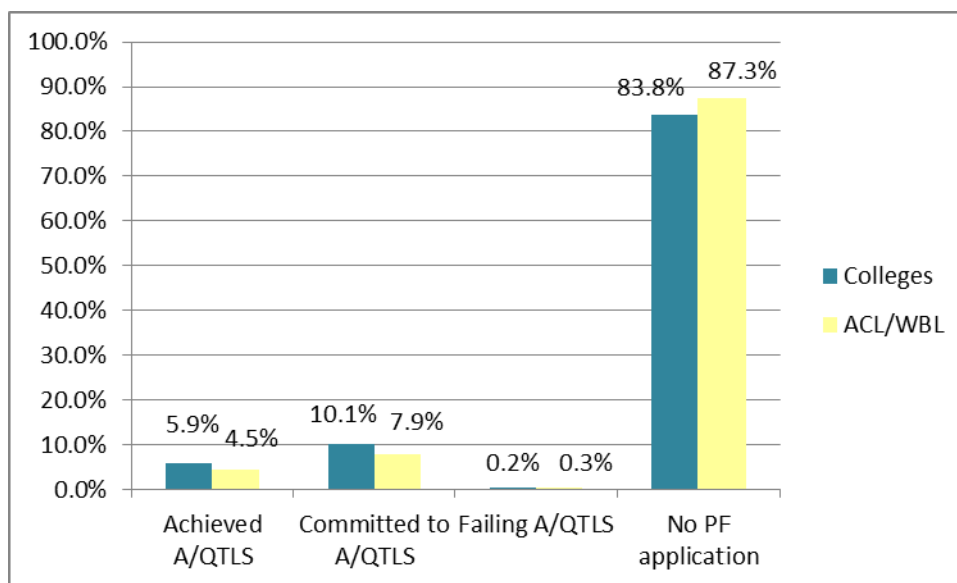
Source: IFL (accessed 10.8.11)

Table 2.10 Engagement with A/QTLS by date joining sector (number and % of teachers)

	Achieved A/QTLS	Committed to A/QTLS	Failing A/QTLS	No application	Total
Joined sector Pre September 2007					
FE colleges	1,348 (5.8%)	2,276 (9.9%)	45 (0.2%)	19,431 (84.1%)	23,100 (100%)
WBL/ACL	770 (5.2%)	1,241 (8.4%)	43 (0.3%)	12,679 (86.1%)	14,733 (100%)
Total	2,118 (5.6%)	3,517 (9.3%)	88 (0.2%)	32,110 (84.9%)	37,833 (100%)
Joined sector Post September 2007					
FE colleges	592 (6.7%)	1,068 (12.0%)	24 (0.3%)	7,218 (81.1%)	8,902 (100%)
WBL/ACL	202 (3.7%)	441 (8.0%)	11 (0.2%)	4,877 (88.2%)	5,531 (100%)
Total	794 (5.5%)	1,509 (10.5%)	35 (0.2%)	12,095 (83.8%)	14,433 (100%)

Source: IFL (accessed 10.8.11)

3. Implementing the Regulations

This chapter draws on the case study evidence to assess implementation of the Regulations by providers. It begins by summarising providers' general perceptions of the Regulations. It then highlights different models of implementation how these relate to the diverse providers contexts within the sector – indicating ways in which the nature of impact on providers has varied. Finally, the chapter looks at the challenges to effective implementation, as well as enabling factors for effective engagement with the Regulations.

3.1 Key messages

- **All providers were supportive of the wider agenda to professionalise the FE workforce** and many were extremely positive about the principle of having Regulations. There were, though, concerns among many WBL and ACL providers that the Regulations in their current form are less applicable to their areas of the sector, but this did not generally affect the level of overall support for the intent of the Regulations.

- There is **clear evidence that new HR policies and practice have been introduced within all providers as a result of the Regulations**.

- As would be expected, **providers had different qualification requirements prior to 2007 and this affects the impact of the Regulations on HR policies and practice**. Four key models of implementation are evident.

- **There is evidence that provider size affects the approach to implementing the Regulations.** Smaller providers are generally more likely to apply the requirement to be qualified to the whole workforce, regardless of the date of appointment. Smaller WBL providers are also less likely to offer remission to undertake the ITT, with an expectation that staff train in their own time. In larger providers, the size of the workforce necessitates a more staged approach, with different requirements for different categories of staff.

- **Most providers have not made significant changes to existing mentoring and observation practice as a result of the Regulations**. They reported, instead, that existing processes have been used to support implementation of the Regulations. **The level of mentoring support provided to teachers and trainers during the ITT, through professional formation and then in their roles as newly qualified teachers and trainers is variable.**

- **Most of the support provided by mentors and advanced practitioners has so far focussed on the duration of the ITT**. Support during the period of professional formation was far less apparent, with only around a quarter of case study providers reporting that they offer systematic support during the professional formation period. This may reflect the more recent introduction of professional formation and the sense that a significant number of providers are still getting to grips with how best to support staff during this phase.

- **For many providers an important change since the introduction of the Regulations is the increased preference for in-house delivery of the PTLLS (and to an extent CTLLS)** to enable greater control over what is increasingly seen to be a critical part of the induction and initial training of staff and, according to providers, to maximise the relevance of the training to the provider. It is also seen as a more cost-effective model for some, as well as one that provides for greater flexibility to providers (allowing courses to be scheduled at a time that avoids clashes with teaching). The indirect benefit in some cases has been increased capacity within the provider for training and development – which can support CPD and on-going support to the workforce. While this model of delivery is perceived to bring benefits, some providers are concerned that the increase of in-house courses raises the importance of ensuring that there is effective quality assurance of provision.

- The **key challenges** that case study providers reported in effectively implementing the Regulations, are: lack of applicability of the CTLLS/ATLS route; lack of perceived benefits among more experienced staff in achieving the QTLS status; cost of supporting staff to do the ITT among WBL and ACL providers; and, the need for additional support during the period of professional formation.

- **Several potential future challenges were also mentioned** (although there is little evidence about how significant these will be in practice or what the impact will be on the evolving teacher training landscape): a lack of clarity about the enforcement of the Regulations; changes to higher education funding and concerns that this may lead to providers only being able to offer an awarding body training route to staff; and wider financial pressures meaning that providers may no longer be able to offer financial support to staff to complete the ITT (this was a 'live' issue during the case studies for senior managers in many providers).

- WBL and ACL providers have experienced specific challenges, which include a perception that the Regulations are less relevant to their areas of learning and barriers to delivering the ITT qualifications in-house, which result in additional costs.

- There are examples of good practice that have supported implementation of the Regulations. This includes having **strong leadership from senior management teams** to ensure a consistent and systematic approach to up-skilling or professionalising the workforce and to make the link between the Regulations and the quality agenda. This needs to be supported **by regular monitoring linked to staff appraisals and key performance indicators**. Other good practice examples include **changing pay scales to build in increments at each stage of qualification** to reward and recognise professionalism and to embed the policy within the organisation. Much less widely seen to date but equally important, is the **offer of support to staff during the process of professional formation**. It is generally accepted that it is also good practice to **deliver PTLLS over an extended period** of time rather than as a very short-intensive course (i.e. over at least a six-week period, to allow staff to reflect on what they are learning). Another area that was felt to benefit some providers was to **work closely with awarding organisations to tailor ITT provision**, especially for WBL providers wanting to ensure that provision reflects a wide range of teaching settings.

- There are also elements of implementation of the Regulations that have enabled successful outcomes, including **providers funding the ITT** (though there are various views about how sustainable this approach is) and, in association with that, **the IFL subsidy grant** was reported to be particularly important. The **guidance provided in the past by SVUK** (as was) was also generally felt to be helpful in the early stages of implementation to support providers in interpreting the requirements.

3.2 Perceptions of the Regulations and the Overall Provider Response

All providers were supportive of the wider agenda to professionalise the FE workforce and **many were extremely positive about the principle of having Regulations** to ensure the workforce is appropriately qualified. They considered the Regulations to be an "*appropriate and necessary*" tool to improve teaching and learning, achieve greater parity with the school sector and improve perceptions of the professionalism of the sector.

There were concerns among many WBL and ACL providers that the Regulations in their current form are less applicable to their areas of the sector and that, similarly, the initial teacher training (ITT) qualifications introduced by the Regulations are designed more for teachers working in a traditional classroom environment than trainer assessors in the workplace. This continuing perception poses challenges for effective implementation of the Regulations, which are discussed in section 3.3 overleaf. Nonetheless the principle of having regulatory requirements to ensure the quality of the workforce was still supported by these providers.

The fact that the Regulations are generally welcomed by providers has supported proactive implementation and there is **clear evidence that new HR policies and practice have been introduced within all providers as a result:**

- In nearly all providers there is evidence that new entrants are required by their employers to obtain the PTTLS qualification within one year of appointment. In some cases, there is a formal policy that it must be achieved within six months.

- In all colleges and around two thirds of WBL providers, there is a formal requirement included in employment contracts for new staff to complete a CTLLS and DTLLS within at least five years. Staff recruitment and appraisal processes have changed to incorporate this. In some cases, providers go further than the Regulations and require staff to qualify within two or three years.

- An unintended outcome is that some providers have applied the requirement to hold a recognised teaching qualification to all staff, regardless of their date of appointment. This has resulted in a wider impact than the specific focus of the 2007 Regulations.

- In around a third of case study WBL and ACL providers, there is no systematic support to do a CTLLS or DTLLS qualifications, although teaching staff are expected to gain a PTLLS.

- Many providers that did not previously differentiate between qualified and unqualified staff in pay structures, have introduced new salary scales to allow this to happen.

- Some providers actively support staff through the period of professional formation, although the response here from providers is still generally 'work in progress'.

- Where there was a previous policy of funding the ITT, this remains and a few providers have now introduced this as a new policy. Note that the current picture reflects the provider approach to funding to date and this is an area that is under review in many cases as a consequence of wider funding changes and financial pressure on providers.

The **extent to which new policies and practice have been implemented as a result of the Regulations differs according to provider type and size**. In addition, there are also **varied approaches to mentoring and mode of delivery of training** (in terms of whether it is delivered in house or externally) across providers.

3.3 Models of Implementation

Providers had different qualification requirements prior to 2007 and this affects the impact of the Regulations on HR policies and practice. Table 3.1 overleaf categorises providers by type, then maps changes that have commonly been made as a way of understanding the impact of the Regulations on policy and practice within individual providers.

It demonstrates that **there are four key models of implementation and engagement**:

- High achieving FE colleges that use the Regulations as an additional lever to achieve existing strategic objectives;

- Other colleges that use the Regulations to make existing practice more formal and systematic;

- WBL and ACL providers that use the Regulations to effect a step-change in the quality of teaching and learning; and

- WBL and ACL providers that comply with the Regulations at a minimal level.

Table 3.1 Summary of how the Regulations have been implemented within different types of providers and the resulting changes to HR processes

Type of provider	Changes to policies and practice	Summary impact on HR processes
Outstanding or good general FE colleges that already had requirements to be qualified prior to 2007 and therefore had very few unqualified teaching staff	**Limited changes required to policy and practice. Evidence of:** Greater monitoring of staff qualification levels to ensure compliance Support through professional formation and QTLS In some cases, extending requirement to be qualified to WBL and ACL staff within college Funding of ITT continues	Regulations have provided a clear management framework which supports continuation of good practice- an additional lever.
Most other colleges, where there was already a requirement to be qualified – but not necessarily consistently applied or monitored. Generally a highly qualified workforce prior to 2007- perhaps with pockets of unqualified staff	**Significant changes to policy and practice:** Introduction of a formal requirement for staff to have or be willing to commit to achieving PTLLS and then ITT, reflected in job descriptions, person specifications and employment contracts Changes to pay structures to build in incentives for being qualified Increased monitoring of staff qualification levels e.g. through staff appraisal processes Funding of ITT continues	Regulations have ensured a more formal and systematic approach to ensuring staff are qualified, so that people do not '*slip through the net'*
Two thirds of WBL and ACL providers where typically a high proportion of the workforce was unqualified prior to 2007.	**Significant changes to policy and practice:** In one or two cases, staff development lead is appointed for the first time Changes to employment contracts to reflect new requirement to do PTLLS, followed by CTLLS or DTLLS Changes to pay scales Funding ITT – not previously done	Regulations have introduced a culture of staff development and professionalism that was not there before and that is now backed by clear HR policies and procedures
Around a third of WBL and ACL providers, typically those with little SFA provision, a high proportion of 'leisure learning', high proportion of staff who only work a few hours a week	**Little impact on policies and practice:** Expect post-2007 unqualified staff to do PTTLS but no systematic support to progress to CTLLS, DTLLS No changes to pay scales No systematic changes to recruitment processes PTLLS generally funded but not CTLLS or DTLLS.	Regulations have resulted in a minimum requirement for tutors and trainers to do the PTLLS qualification, which was not implemented previously.

Source: case studies

Below we describe in more detail each of these four different models of engagement and implementation.

3.3.2 High achieving FE colleges: using the Regulations as an additional lever to achieve existing strategic objectives

'High-achieving' general FE colleges (typically those that are Ofsted 'good' or 'outstanding' in most or all areas, but which may not have obtained an outstanding teaching and learning grade) have tended to use the Regulations as a management tool or lever to reinforce existing policy and practice. One medium-sized general FE college noted that "*the Regulations have given a clear framework within which there is a clear expectation to be qualified and if this does not happen there will sanctions- it's a very good management tool*". Senior managers consider that staff qualification levels have "*always been on the agenda"* but the Regulations have led to a more formal approach within the college to monitoring. For example, in one case, staff qualifications are now used as a key performance indicator for faculties, which are monitored three times a year.

These colleges have a clearly-articulated strategic aim of ensuring that teaching is of the highest quality to support excellent learner outcomes, with strong leadership to achieve this from senior management teams. Typically, prior to 2007, there was a requirement for all staff to be qualified within two or three years of appointment; course fees were paid for and teaching remission was offered to trainee teachers and mentors. Many of these providers have used a salary scale that differentiates between qualified and unqualified staff for several years.

Therefore, the Regulations have not resulted in significant changes to internal training or HR processes. The main changes to processes as a result of the Regulations within these providers are:

- More systematic monitoring to ensure compliance, which, even for providers that were previously engaged with this agenda, can make a difference;

- Employment contracts changed to reflect the language of the Regulations, but no substantive changes;

- Pre-2007 qualified staff have been encouraged to go through professional formation and achieve QTLS status (this does not tend to be obligatory);

- Support to new entrants to go through professional formation and obtain QTLS; and

- Extension of the requirement to have an appropriate teaching qualification to work-based learning and community learning staff

3.3.3 Colleges: using the Regulations to make existing practice more formal and systematic

Most other colleges have tended to use the Regulations to make existing efforts to ensure staff are skilled and qualified more formal and systematic. As noted by a senior manager in one small-medium sized college: "*Without the Regulations we could have let it slip, we would have encouraged it anyway but perhaps it would have slipped through the net. It's*

formalised what we did". For some of these colleges, an additional driver has been working with increasing numbers of young people aged 14 to 19 and therefore needing to 'prove' to schools that there is a skilled and qualified workforce and also to increase the skills of teachers to cope with the differing demands of younger learners.

In many of these colleges, prior to 2007 there was a requirement to be qualified, although this would not necessarily have been applied or monitored consistently and the timeframe may not have been specified. Most staff would have been qualified, but some would not. In most cases, there has been a push to improve teaching and learning that pre-dates 2007 (often driven by the 2001 Regulations) that has resulted in more comprehensive programmes of mentoring and observation being established.

These providers have generally made substantial changes to HR and staff development processes as a result of the Regulations. For example, they have:

- Amended job specifications to include the need to have a qualification or the willingness to achieve one within five years (a few state a lower time limit of two or three years) and added this as formal requirement in subsequent employment contracts;

- After an initial focus on new entrants, required pre-2001 unqualified staff to undertake a qualification (in a few, but not all, cases);

- Changed pay structures to build in increments at the stage of obtaining the CTLLS, DTLLS or equivalent qualification and then at the stage of achieving A/QTLS status;

- Encouraged pre-2007 qualified staff to go through professional formation;

- Increased monitoring of staff qualifications and CPD through appraisal processes

3.3.4 WBL and ACL providers: using the Regulations to effect a step-change in the quality of teaching and learning

Around two thirds of case study WBL and ACL providers have used the Regulations as a means to effect a step change in staff qualification levels. In most of these organisations, a high proportion of the workforce was previously unqualified and the Regulations have been used as a means to up-skill staff relatively quickly and over a relatively short period of time. As well as the introduction of a regulatory requirement for the first time, other factors have influenced providers' decisions to use the Regulations to bring about organisational change. For example, in ACL providers, a reduction in leisure learning' over recent years and an increase in work-based learning, accredited learning and employability courses for vulnerable groups appears to have been an influence. In WBL, increased demands on staff as a result of changes to the apprenticeship framework and new QCF qualifications, as well as commercial forces, have been an important driver.

Within all of these providers, there have been significant changes to internal HR and staff development processes including:

- Changes to person specifications and employment contracts to reflect new qualification requirements, normally in line with the five year time period stated in the Regulations

- Changes to pay scales

- In most, but not all, cases, introduction of a policy to pay ITT course fees out of staff development budgets

3.3.5 WBL and ACL providers: Minimal compliance with the Regulations

In around a third of the WBL and ACL case study providers, there has been a low level of engagement with the Regulations. These include:

- ACL providers where there is a high proportion of non-accredited 'leisure' provision and high numbers of sessional staff working just a few hours per week;

- Small WBL providers in which SFA-funded provision constitutes a small proportion of total provision; and

- WBL providers who mainly use a model of one-to-one work based assessment and prioritise the TAQA Assessor and Verifier qualifications.

In these cases, the approach has been to require new staff to do the PTLLS qualification but there is no systematic policy for supporting staff to continue to do the CTLLS or DTLLS. Usually, though, ad hoc support will be provided to staff expressing an interest in progressing to these qualifications.

3.3.6 How provider size influences the approach to implementation

There is evidence that provider size affects the approach to implementing the Regulations:

- **Smaller providers are generally more likely to apply the requirement to be qualified to the whole workforce, regardless of the date of appointment**. For these small providers, applying rules consistently to staff is primarily a practical consideration, but it is also considered important in terms of fairness and equality.

- **In larger providers, the size of the workforce necessitates a more staged approach, with different requirements for different categories of staff.** In one large ACL provider, for example, full-time staff whose main occupation is teaching have all been required to obtain a DTLLS qualification; sessional staff who work over 50 hours are required to obtain a CTLLS (regardless of whether they are in a full teaching role); and sessional staff who work under 50 hours are required to complete a PTLLS qualification.

- **Smaller WBL providers are also less likely to offer remission to undertake the ITT, with an expectation that staff train in their own time.** Their more limited resources, as well as commercial drivers, mean they are unable to offer staff cover. Conversely, larger WBL providers are more likely to fund the ITT and offer remission.

3.3.7 Mentoring

The provision of mentoring support is one area that does not align to the over-arching 'models' of implementation set out above. **Most providers have not made significant changes to existing mentoring and observation practice as a result of the Regulations.** They reported, instead, that existing processes have been used to support implementation of the Regulations. A few providers mentioned that the role has become more relevant and important since the introduction of the Regulations, because many trainees require significant support during the ITT. In addition, a few providers reported that they had provided staff undertaking the ITT with additional literacy and numeracy support because they were struggling to meet the level required. This tends to be offered on a case-by-case basis rather than through an increase in support to all staff. In general, though, there was little evidence that resourcing or organisation of mentors has changed.

It is important to note that **the level of mentoring support provided to teachers and trainers during the ITT, through professional formation and then in their roles as newly qualified teachers and trainers is variable.** For example, around a third of colleges reported the use of advanced practitioners who work across sector subject areas, observe colleagues, provide critical feedback and give support to address developmental needs identified during observation. In other colleges and also larger WBL providers, although advanced practitioners are not commonly used, trainees are normally allocated mentors who work in the same vocational area. In most cases, mentors receive remission from teaching in order to carry out their mentoring roles. In some smaller ACL and WBL providers, mentoring tends to be less formal and more an "*open door policy*" to access support from a senior manager as necessary.

Most of the support provided by mentors and advanced practitioners has so far focussed on the duration of the ITT. Support during the period of professional formation was far less apparent, with only around a quarter of providers reporting that they offer systematic support during the professional formation period. A few providers highlighted that they "*do not actively promote the professional formation*" or provide systematic support. Arguably, it is to be expected that providers would have had an initial focus on ensuring unqualified staff achieve the ITT within five years, rather than on professional formation which comes later in the pathway.

3.3.8 HEI and awarding organisation routes

Another area that does not correspond to the 'models' of implementation set out above is whether providers have opted to deliver qualifications that are offered by HEIs or awarding organisations. For many providers an important change is that since the introduction of the Regulations, there is an increased preference to become a centre for initial teacher education so that they can deliver the PTLLS (and to an extent CTLLS) in house. This has enabled greater control over what is increasingly seen to be a critical part of the induction and initial training of staff. According to providers, it maximises the relevance of the training, offers greater flexibility (allowing courses to be scheduled at a time that avoids clashes with teaching) and is also seen as a more cost-effective model for some. This is particularly the case among WBL providers. According to providers, the increase in delivery of in-house teacher training (even if just PTLLS) is one of the most tangible changes in response to the Regulations – and something that is felt to bring wider benefits to the provider, especially in relation to having additional in-house capacity to support training, mentoring and professional development. However, there are concerns among

some providers that the increase of in-house courses raises the importance of ensuring that there is effective quality assurance of provision.

With regard to the DTLLS, WBL generally providers have a preference for the awarding organisation route because there is perceived to be greater flexibility to tailor qualifications to their specific needs. Many colleges, however, have continued to offer the DTLLS/Cert Ed in partnership with HEIs as they did pre-2007, because they perceive this to be more prestigious and therefore appealing for their staff.

3.4 Challenges

Providers raised several challenges to effectively implementing the Regulations:

- **Lack of applicability and understanding of the CTLLS/ATLS route**. Around half of providers have opted not to use the CTLLS qualification. There are three key reasons for this: firstly, the CTLLS qualification does not apply readily to roles within their workforce – associate teacher roles are rare and it is uncommon for teachers or trainers to only 'deliver' material and have no role in designing the curriculum; secondly, if individuals are willing to commit to completing the ITT, it is perceived to be more beneficial for them to undertake the full DTLLS because it offers greater career progression (*"most teachers want to be fully qualified"*); and finally, there is a perception among some providers that the progression from a CTLLS qualification to a DTLLS is not smooth, while, in reality, the qualifications have been designed to facilitate progression[34]. There are, though, a few examples of where the CTLLS/ATLS route has been considered appropriate in the WBL context (either in private providers or within colleges) to successfully up-skill trainer assessors. In these cases, there is a view that the CTLLS/ATLS seems to fit best how they train.

- **Limitations to the Cert Ed/DTLLS.** A few providers consider that the current Cert Ed and DTLLS are *"too theoretical"* and that for those staff that have undertaken these qualifications, what really makes a difference is the in-service observation and mentoring provided after qualifying. Nonetheless, even in these cases, there are clear examples of how the ITT has improved knowledge, understanding and practice, suggesting this is a relatively minor issue.

- **Resistance from more experienced staff to training and achieving the QTLS status.** Interviews with managers, teachers and trainers in many providers suggested that experienced, qualified staff who have worked in the sector for many years do not necessarily see the benefits of going through professional formation in order to achieve QTLS. This stands in contrast to new entrants who generally accept the qualification pathway set out for them. In addition, those providers that have required unqualified pre-2001 staff to become qualified as a result of the

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[34] The qualification handbooks note that a CTTLS qualification can be taken at Level 3 or Level 4. However only two unit of the CTTLS qualification can be taken forward at Level 3 ('planning and enabling learning' and 'Preparing to Teach in the Lifelong Learning Sector) – the DTTLS qualification otherwise requiring (three other) Level 4 units. Students choosing Level 4 optional units for the CTLLS therefore do not experience any problems in progressing to the DTLLS. However, in the case, that optional units have been taken at Level 3 for the CTLLS, the student will not have all the mandatory Level 4 units for the DTLLS. This suggests that there are no issues in terms of progression between the qualifications but that there is perhaps a lack of awareness among providers that leads to inadequate planning.

Regulations reported that some of these members of staff have needed significant encouragement from senior managers to comply. This is not a major barrier given that the direct focus of the Regulations is on new entrants. Furthermore, it is to be expected that more experienced members of staff will take longer to accept new requirements than new recruits.

- **Difficulties in reaching the required level for the DTLLS qualification.** Around a third of providers reported that some staff struggle to reach the level required by the DTLLS. In many cases, the challenge is that they do not have a background in 'academic' skills (*focus on essays", "referencing using the Harvard system")* which makes completing the qualification difficult. Inadequate levels of literacy and numeracy are also a barrier. These staff require considerable additional support to get through the qualification, which places demands on resources. To some extent, this is a necessary and expected consequence of a policy to up-skill the teaching workforce. The important point is that providers appear to be sympathetic to the needs of individual staff here, and will go the extra mile to getting existing staff up the required level where internal policy requires this.

- **Cost of supporting staff to do the ITT.** Some colleges did not consider cost to be a particular barrier because the Regulations apply to a relatively small number of staff and the ITT can therefore be funded from staff development budgets with relative ease. It should be noted though that this finding comes before changes to FE and HE funding, which may affect provider views. Cost is, though, a greater barrier for WBL and ACL providers, which tend to have a higher proportion of unqualified staff. Some private WBL providers have been able to fund additional costs by extending full cost recovery provision. While colleges generally offer trainee teachers remission from teaching during the ITT, WBL and ACL providers do not tend to bear these costs, which can exert significant pressure on individual teachers and trainers: *"fitting this in in our own time in addition to teaching work has been demanding"*.

- **The role of IFL in relation to professional formation.** Many providers recognised and welcomed the need for a professional body to support professionalisation of the sector. However, some providers still report a need for additional support in relation to professional formation and obtaining QTLS. These views are likely to be in part a function of providers having an initial focus on ensuring staff have achieved the ITT, rather than on professional formation and some providers noted that this is improving over time. Nonetheless, teachers and managers in a few providers do not see the value of the professional formation period to individual teachers, either newly qualified or who qualified pre-2007, and are unclear how it will add value to the ITT qualification itself. A few also commented that they found the online submission difficult, reflecting their lack of familiarity with the software.

- **Recruitment and retention of experienced industry experts.** There was a view among some providers that the Regulations have had a negative impact on attracting industry experts to the FE sector and reported difficulties in recruitment and retention of staff who are not willing to commit to training. In a few cases, it was reported that untrained staff who are nonetheless considered to be effective teachers have been lost. Most providers accept this as a necessary 'cost' towards

the wider principles of professionalisation – although there are residual concerns that it may mean good experts are lost.

3.4.1 Specific issues faced by WBL and ACL providers

WBL and ACL providers reported some specific issues:

- **Application of the Regulations**. There were concerns among many WBL and ACL providers about the relevance of the Regulations to their areas of the FE sector. They considered that the qualifications introduced by the Regulations are 'college-focussed', in that they are designed for those teaching groups of learners in a traditional classroom setting. Providers raised the following specific points:

  - It is "*not realistic*" to require staff who deliver two to three hours of (non-accredited) learning to invest time and resource to undertake a demanding ITT course. In some cases, it is not simply an issue of the training requirement being considered disproportionate, but the fact that staff may not have enough hours of teaching to secure them a place on a DTLLS or CTLLS course.

  - The language of the Regulations is off-putting in itself because it refers only to 'teachers' and does not take into account the roles of trainers, instructors and tutors[35]. It is likely though that the use of 'teachers' as a practical shorthand in the Regulations would be more accepted by WBL providers if they perceived the qualifications to be more suited to work-based learning.

- **Barriers to delivering ITT qualifications in-house.** Smaller ACL and WBL providers cannot generally deliver CTLLS and DTLLS in house because of the high level of resources needed to meet observation and support requirements. This means they have to pay an external provider which acts as a significant barrier.

3.4.2 Potential future challenges

Some potential future challenges and risks were also raised by providers:

- **Lack of clarity about enforcement of the Regulations.** Around a fifth of providers commented that it was not clear who was responsible for ensuring Regulations were adequately enforced and considered that this could become a problem next year when the five year period within which staff are expected to be qualified comes to an end. There were concerns that there has not been clear guidance about how to handle the potential scenario in which good teachers (who have high scores in internal peer-led teaching observation, for example), may not have qualified within the timeframe.

- **Higher Education fee increases.** Some providers were anxious that an increase in HEI fees would affect the costs of university-accredited DTLLS/Cert Ed provision and "*force us down the awarding body route*". For many, being able to offer their staff the 'prestige' of a university-accredited qualification (especially those from an

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[35] While this was the perception of case study providers, it should be noted that the term 'teachers' was agreed during consultation with the sector as appropriate shorthand.

industry background who have previous vocational qualifications but do not have a degree) is an important incentive.

- **Budget cuts result in providers withdrawing financial support to staff to complete the ITT.** Some providers, particularly colleges, noted that they are currently in the process of reviewing their current policy to fund the ITT on behalf of staff in light of budget constraints and that they may have to withdraw financial support in future.

- **Work Programme contracts do not specify that delivery staff must be qualified in line with the Regulations.** A few providers considered that the inclusion in SFA contracts of the requirement for staff to be qualified in line with the Regulations was a useful lever, but were concerned that the same requirement was not present in Work Programme contracts. They felt this might undermine effective implementation of the Regulations in the future.

3.5 Good practice

The following examples of good practice have supported implementation of the Regulations:

- **Strong leadership from senior management teams.** Those providers where senior managers have facilitated a whole-organisation approach, have found this has helped to secure commitment among staff and to create a culture in which professionalisation is valued and pursued. Having a designated lead responsible for compliance with the Regulations has also contributed.

- **Adapting recruitment policy and practice.** Many providers have changed employment contracts and person specifications to build in a requirement to be qualified or to be willing to become qualified and this has been key in building acceptance of the Regulations.

- **Regular monitoring linked to staff appraisals and key performance indicators.** As a result of the Regulations, some providers have monitored progress towards achieving qualifications through staff appraisal processes.

- **Changing pay scales to build in increments at each stage of qualification.** Many providers have changed their pay structure so that staff receive pay increments upon achieving the CTLLS/DTLLS and then obtaining A/QTLS. This has helped to motivate staff. In the case of WBL providers, adopting the national pay scale (used by colleges) has also mitigated the risk of investing to train staff and then losing them to colleges that offer higher salaries.

- **Flexibility.** For smaller providers, being able to plan the process of implementing the Regulations and having the flexibility to start the process when it suited them and to find a route which suited them has helped.

- **Providing support with the professional formation process.** Some providers have given their staff support during the professional formation period in the form of

workshops, observations and one-to-one sessions. This has helped to ensure that staff consolidate their ITT in progression to the professional formation stage.

- **Delivering the PTTLS over an extended period of time (10-12 weeks for example).** Some providers reported that delivering the PTTLS qualification over two- to three-month period is more effective than delivering a one- or two-week intensive course. Delivering over a longer period allows greater time for reflection and skills to build gradually, which results in improved knowledge, understanding and teaching practice.

- **Working closely with awarding organisations.** A few providers have worked closely with awarding organisations to tailor ITT provision to meet their needs. This has been effective particularly for WBL providers and has helped to overcome concerns that the qualifications are more suited to the 'traditional classroom environment' than the WBL context.

3.6 Enabling factors

There are also elements of the implementation of the Regulations that have enabled successful outcomes:

- **Funding the ITT.** The fact that most colleges and some ACL and WBL providers currently pay all or part of the course fee (with the majority of funding coming from HEFCE or SFA funding for provision) on behalf of their staff has been a major enabling factor. Many teachers and trainers reported that without this financial support they would have been unlikely to do the ITT. A few providers noted that they are currently reviewing their policy on funding the ITT because of cuts to their budgets.

- **The IFL grant.** The £400 grant towards funding of the ITT has been helpful to some providers in managing costs of the ITT.

- **Guidance from SVUK (as was) and LSIS.** A few providers consider that the online and telephone guidance from SVUK helped during the early stages of identifying who the Regulations apply to and which staff should be the initial focus.

- **Recognition of prior learning.** A few providers have used Recognition of Prior Learning to help experienced teachers to obtain QTLS status and consider this to be a helpful tool[36].

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[36] It should be noted that IFL is developing a recognition only route for expert teachers without qualifications, building on the SVUK GPRLS scheme.

4. Outcomes and Impact of the Regulations

In this chapter we draw on evidence from the case study research and analysis of data to highlight the key areas of impact of the Regulations. We assess the evidence in relation to the intended outcomes and impacts. These are set out in figure 4.1 below, which is drawn from the logic model underpinning this study. While it must be recognised that the Regulations are one area of reform among many others that have affected the sector over recent years, it is still possible to identify impacts that can be attributed to the Regulations either fully or partly. The outcomes and impacts which are most clearly evidenced at this stage have been highlighted in bold in figure 4.1 below, to show the areas in which the Regulations have made the greatest difference to date.

Figure 4.1 Intended outcomes and impacts of the Regulations

Short-term Outcomes	**Medium-term Outcomes**	**Impacts**
Teachers: •feel that content of ITT is relevant, across all sectors •feel supported in their roles **•Increased career motivations and aspirations linked to a clearer career and qualification pathway** **•have confidence that they have the skills they need to do their job** **•have improved knowledge and understanding about:** **•different teaching methods, assessment techniques, target setting to motivate learners, how to use ICT effectively to teach, improved use of individual learning plans** •have up to date vocational subject knowledge **•have good levels of numeracy, literacy and ICT**	Teachers: **• change their practice to incorporate different ways of giving feedback, using ICT and assessing learners** **•Are more able to reflect on the impact of their teaching** •Share their learning with colleagues **•Increased participation in CPD** • The learner offer is more relevant and up to date •Improve embedding of literacy, numeracy of ICT in vocational teaching as well as high quality stand alone provision	**Greater consistency of quality across the sector** Employers, learners and teachers perceive FE as relevant and professional Increased learner participation, progression, achievement and retention Increased teacher retention and recruitment Greater career progression for teachers, including improved wages Increased willingness to contribute training costs among employers and individuals **Greater parity of status and professionalism with schools**

4.2 Key messages

- There is evidence that many of the intended short- term outcomes of the Regulations have been achieved or are starting to emerge. These include emerging evidence that staff required to undertake qualifications as a result of the Regulations are likely to have increased aspirations to progress in their careers within the sector, linked to a clearer qualification and career pathway. They have

increased confidence that they have the skills required to do their job, feel supported in their roles, have increased knowledge and understanding of different teaching and assessment methods which they apply in practice, as well as improved levels of numeracy, literacy and ICT.

- In relation to medium-term outcomes there are also signs, albeit largely qualitative in nature, that the Regulations are having a positive effect. Teachers we spoke to during the case studies felt more able to reflect on the impact of their learning – and this is perhaps one of the starkest areas of contrast between those undertaking professional training to meet the requirements of the Regulations (largely new starters) and those to whom the Regulations do not apply. Directly linked to this is increased likelihood of teachers changing their practice to incorporate different ways of engaging with learners. There also appears to be increased participation in CPD, although factors such as organisational culture, leadership and available resources at provider level are major influences as well.

- Anticipated medium-term outcomes that are less clearly-evidenced at this stage include increased sharing of learning with colleagues (again, partly because it is difficult to measure and something that happened informally in many organisations before the Regulations). It is not clear that the 'learner offer' has become more relevant and up-to-date as a consequence of the Regulations. It is also not clear (or not yet clear) that the embedding of literacy, numeracy and ICT in vocational teaching has improved as a consequence of the Regulations.

- The requirement introduced in the Regulations for all new staff to achieve a PTTLS qualification as introductory training within one year of appointment is widely complied with and represents a significant shift in practice from previously, when many staff, particularly in WBL and ACL, did not commonly undertake the basic teaching qualification immediately. As a result, the Regulations have ensured a minimum level of competence and greater consistency of quality across the sector.

- As would be expected just four years since the introduction of the Regulations, comprehensive evidence about the impact on learners and employers has not yet emerged. Many providers considered that the Regulations have been important in supporting greater recognition of the professionalism of FE teachers and are a "*step in the right direction*" in terms of parity of status with schools. Case study interviews with teachers consistently emphasised that having a professional status conferred through the Regulations was a key attractor to achieving a qualification. This has arguably been the key 'hook' for the effective engagement of the workforce at large with the Regulations.

- There is evidence that the impacts of the Regulations have been greater for WBL and ACL providers. This is largely a function of the fact that the introduction of the 2007 Regulations represented the first time these providers had been subject to regulatory requirements, albeit this has largely been driven indirectly through the contracting with the Skills funding Agency for delivering publicly-funded provision.

4.3 Short term outcomes

4.3 1 Teachers across the FE sector feel that content of ITT is relevant

New entrants to the sector are largely positive about their learning (and the relevance of PTLLS in particular is almost beyond question), which demonstrates that the ITT is relevant to a significant degree. However, as noted in the previous chapter (see section 4.2) there are some concerns among WBL and ACL providers that ITT qualifications introduced by the Regulations are designed more for teachers working in a traditional classroom environment than trainer assessors in the workplace. This is a difficult area to measure because teachers in FE come to the question with such a varying set of expectations, and working in such a rich array of learning environments. Lack of consensus here may say more about the diversity of the sector than the applicability of ITT.

4.3.2 Teachers and trainers have increased confidence and feel supported in their roles

The requirement within most providers for new staff to achieve a CTLLS or DTLLS within at least five years of appointment and in some cases, within two or three years, as well as examples of providers applying this to more experienced members of the workforce, has resulted in increased confidence among teachers and trainers.

Most teachers and trainers were very positive about their experiences of the ITT qualifications and considered that doing the qualification(s) had helped them to gain confidence as a teacher or trainer. This was as much the case for experienced trainers and teachers as new entrants. For example, one experienced WBL trainer assessor commented: "*I used to check up if I was uncertain about what to do, now I just get on and do it".* Another experienced trainer assessor commented that he rarely used to contribute to standardisation meetings but since completing a CTLLS is more confident to do so. Some senior managers too have noticed a difference in terms of the confidence of staff that have undertaken the PTLLS, CTLLS or DTLLS qualifications and those that have not.

An important aspect of developing confidence is having the opportunity to meet other teachers and trainers from other settings and vocational areas in order to share good practice, concerns and learning. New entrants to the sector reported that the early days of teaching or being a trainer assessor can be stressful and isolating and that having the opportunity to communicate with others in a similar situation is important in order to feel supported in their roles. As one teacher said, "*it reassured me I was not alone".*

4.3.3 Increased career aspirations linked to a clear progression pathway

There is emerging evidence that staff who have been required to undertake qualifications as a result of the Regulations, are likely to have increased aspirations to progress in their careers within the sector. This was reflected in comments from senior managers as well as those who have undertaken the ITT within a few providers, and was often linked to increased ambition to take further qualifications. At this early stage, there was limited further evidence that this happens in practice.

Increased aspirations are supported by having a clearer progression pathway than previously. Staff who have been in the sector since before 2007 consider that the

structure brought in through the 2007 Regulations is an improvement, while interviews with post-2007 teachers suggest that the different steps of qualification (from PTLLS to CTLLS/DTLLS, followed by professional formation, obtaining A/QTLS and then maintaining a license to practise through the IFL) are widely understood and that new staff find it helpful to have this structured pathway to guide their career. Some providers could give examples of staff who had used the qualifications structure to develop from support to full teaching roles in a way that would not previously have happened (in practice).

4.3.4 Teachers have up-to-date vocational subject knowledge

There is limited evidence from the case study research about whether the Regulations have meant teachers have up to date vocational subject knowledge. Most teachers who had completed the ITT, tended to focus on their increased understanding of methods of teaching and learning, as opposed to their own subject specialism. Given the content of the ITT, this is to be expected. It may be assumed, though, that the fact that Regulations are contributing to increased career aspirations, means that staff are more likely to keep their own vocational knowledge up to date- although there is limited evidence at this stage. There is an interesting potential tension in a CPD context in whether staff prioritise subject knowledge or pedagogical knowledge. This is clearly not an 'either/or', but given the time pressures on CPD in practice, it is notable that some staff interviewed for the case studies perceive it as such.

4.3.5 Teachers have good levels of literacy, numeracy and ICT

Improvement in the level of literacy, numeracy and ICT of teachers can be inferred from the qualitative evidence about engagement with the Regulations, but is difficult to quantify, especially given the extent to which gaps and weaknesses may have been hidden in the past. In the main, the requirement for staff in a full teaching role to achieve a Level 5 teaching qualification has meant that providers have had to tackle weaknesses in relation to literacy, numeracy and ICT to enable staff to undertake assignments and achieve the qualification. This has been particularly difficult where teachers are valued and felt to be effective in a given role, even without effective levels of basic skills. Nonetheless, many providers, certainly from our case study sample, have provided support to begin to address gaps in literacy, numeracy and ICT skills with individual staff as part of a long-term plan towards qualification. This reflects the overall degree of 'buy in' to the ambitions of the Regulations among providers. This was particularly apparent in the WBL sector. For example, one manager of a small-medium WBL provider considered that as a result of being qualified, his staff have been better able to cope with changes to the apprenticeship framework that require higher levels of literacy and numeracy. As a result of the increased skill levels among staff, the provider has been able to expand its provision. Whereas delivery of Technical Certificates was previously sub-contracted out, the provider is now able to deliver in house and has also recently introduced a BTEC in Engineering.

4.4 Medium term outcomes

4.4.1 Increased knowledge, understanding and application of different teaching and assessment methods

Across the case studies, there were many examples of the ITT qualifications contributing to improved teaching.

Around a quarter of providers reported that since the introduction of the Regulations they have seen an increase in scores of internal observations of teaching: "*I've got staff who were plodding along as a reasonable teacher and now they are outstanding teachers*". While it was generally recognised that other factors have also contributed to improved teaching, such as enhanced mentoring and observation which pre-dates 2007, the Regulations are also considered to have been an important influence. A few providers reported anecdotal evidence of a difference in teaching observation scores between staff who have qualified under the Regulations and those who have not.

For more experienced teachers and trainers, ITT qualifications have provided a theoretical underpinning to practice. While some interviewees expressed the view that this more theoretical learning is incompatible with and unnecessary for vocational teachers and trainers, many valued it and felt it enhanced their practice. For them, it has been important to "*understand why we are doing what we are doing*" and has helped to identify ways in which they could improve their practice. Other more experienced teachers, who have done the ITT even though they were not necessarily obliged to, highlighted that that the qualifications have been a useful "*refresher*" and helped to gain a fresh perspective on their teaching: "*It's helped me to see my teaching practice in a new light. It's been incredibly helpful and given me a new thought process about how I deliver*".

For these teachers and trainers as well as new entrants, the ITT has resulted in improved skills in the following specific areas:

- **Planning lessons effectively**. Many teachers and trainers commented that they felt better able to plan lessons as a result of the ITT: "*My planning was a lot better thought through as a result of the educational theory I learnt in the DTLLS. Targets were sometimes fuzzy before but are a lot tighter now*". Even in providers where staff are only formally required to do the PTLLS qualification, managers noticed that "*session planning, being clear about learning aims and objectives have all improved*"

- **Differentiating between learning preferences.** Many teachers, trainers and managers reported that the ITT equips trainees with the ability to identify different learning preferences and needs and to use different teaching methods to support these needs. One teacher noted: "*I am working much harder at delivering things in different ways. I tend to use a lot more differentiation in lesson plans since doing the CTLLS*". Others noticed that the ITT helped them to "*differentiate teaching in a mixed ability group*" and "*pace lessons with chunks of different learning activities*".

- **Assessment.** A few teachers and trainers considered that the ITT had brought benefits in relation to improved assessment techniques: "*I have learnt how to be more creative about assessment evidence such as using audio recording to test knowledge and understanding*"

- **Using ICT effectively in teaching.** Particularly for older and more experienced teachers and trainers, there is evidence that undertaking an ITT qualification has supported improved use of ICT in teaching. For example, an experienced dance tutor in an ACL provider explained: "*it forced me to up my skills. I can email, research, use the internet now. I now do a lot more research before lessons*".

- **Ensuring equality and diversity in teaching.** A few managers consider that the current ITT qualifications are more effective in developing trainees' understanding of equality and diversity than previous qualifications. They provided examples of teachers and trainers amending materials so they are more inclusive and being more equipped to embed equality and diversity issues in their teaching. This was a specific area in which more experienced teachers tended to report a benefit to their own practice – relating to improved knowledge of legislation and practice.

- **Reflecting on teaching practice.** Many trainers and teachers reported that they were far more reflective in their teaching after completing the ITT: "*It helps you to reflect on the way that you teach. I'm more observant now about people falling behind and more careful to look for confirmation that things have sunk in with learners*".

4.4.2 Teachers share their learning with colleagues

Although teachers valued being able to share experiences and good practice with peers during the ITT, there was little evidence that there is on-going sharing of learning with colleagues upon achievement of the ITT. The lack of evidence here may partly reflect difficulty in measuring this kind of exchange, especially as it is something that happened informally in many organisations before the Regulations. Having said that, it is notable that another unexpected benefit for some providers has been that having a growing cadre of teachers who have come through the qualification route since 2007 has supported improved practice across the organisation as whole.

4.4.3 Increased participation in CPD

Some providers considered that that the Regulations have helped to develop a culture of CPD, in which staff are more willing and keen to participate in CPD activities, although it was widely recognised that other factors such as organisational culture and leadership, as well as resources are also a key influence in this area.

4.4.4 Improved embedding of literacy, numeracy and ICT in vocational teaching and high quality standalone provision

The evidence from the case studies is limited but a few providers consider that as a result of the requirement to be qualified under the Regulations, some teachers are more able to embed literacy and numeracy in their work. This is in part because their own levels of literacy and numeracy have improved through the ITT, as well an increased knowledge and understanding about teaching methods for doing this effectively.

4.5 Impacts

4.5.1 Establishing a minimum level of competence and ensuring greater consistency of quality across the sector

The requirement introduced in the Regulations for all new staff to achieve a PTTLS qualification as introductory training within one year of appointment is widely complied with and represents a significant shift in practice from previously, when many staff, particularly in WBL and ACL, did not commonly undertake the basic teaching qualification immediately. As a result, the Regulations have ensured that new teachers acquire basic

knowledge and understanding of key teaching competences more quickly and effectively than previously.

Across provider types, there was a view that the PTTLS is an excellent foundation qualification that is a significant improvement on previous provision. Most senior managers consider that it provides a strong foundation in the key principles of teaching and is a good introduction to the main practical skills required to work with a group of learners, such as preparing lesson plans and schemes of work, differentiating between different learning styles, assessment, handling behaviour issues and classroom management. One senior manager commented: *"it's an absolute strength and a really good qualification for new teachers. It gives them all the tools they need and shapes them as a good teacher".*

All of the staff we interviewed who had done the PTTLS course, and especially those who were moving from industry to the FE sector for the first time, found the course to have been helpful and informative and agreed it equipped them with important foundation sills.

4.5.2 Impacts on learners and employers (increased learner participation, progression, achievement and retention / increased willingness to contribute training costs among employers and individuals)

The logic model sets out a series of expected impacts beyond having an increasingly highly-skilled and qualified workforce, in terms of improved provider performance and standards for teaching. The main sources for determining a potential link between the Regulations and these impact measures are likely to be the Individualised Learner Record (ILR), which capture learner achievement, and Ofsted inspection results respectively. However, the existing data on workforce engagement with the Regulations is not sufficiently up-to-date or complete to have yet reached the point at which the Regulations can be said to be fully implemented (and when a perceptible impact on provider performance could reasonably expect to be seen at aggregate level).

From a qualitative perspective, it is possible to identify impacts perceived at provider level even during the implementation of the Regulations. Some providers noted that learner achievement rates have increased year on year over recent years. A few consider that this is in part due to the Regulations, although they also recognise that there are other influences such as improvements to mentoring, observation and CPD, which are not solely driven by the Regulations. Generally though, as we would expect just four years since the introduction of the Regulations, it is too early to quantify the potential impact on learners.

A few WBL providers perceived that having used the Regulations to ensure members of their teaching workforce hold or are enrolled on teaching qualifications has helped to secure employer investment, particularly from larger employers, and also to bid successfully for Work Programme contracts. Again, at this relatively early stage, as is to be expected, it is too early to quantify impact in this area.

Ultimately, though, it is too soon to show how engagement with the Regulations (at provider level) impacts on performance or standards. This is partly because the implementation of the Regulations at provider level is intertwined with other drivers for quality improvement. Also, the approach to becoming qualified is not sufficiently distinct between providers for a comparative analysis to show anything of significance (in terms of

the relationship between how qualified the workforce is and provider performance). This is a simple consequence of the universality of the Regulations.

In order to distinguish providers in relation to engagement with the Regulations, it is necessary to try to identify those providers in which there appears to be a significant proportion of the teaching workforce going beyond the strict requirements of the Regulations. The most obvious measure here is to look at the extent to which there is a commitment to QTLS/achievement of QTLS status among staff who joined the sector prior to September 2007. This is, in effect, a measure of *active* engagement with the Regulations and can be quantified using IFL data to identify the proportion of staff within a provider (IFL members) pursuing QTLS status where they are not required to. There is, though, no correlation between this indicator and the most immediate performance indicator (Ofsted grade) at either provider or subject level. On closer inspection, this is not particularly surprising. Sufficient time has not yet elapsed for the Ofsted inspection cycle to synchronise with the implementation of the 2007 Regulations (our analysis looked at the most recent inspection per provider). Furthermore, QTLS status is still in the early stages of implementation.

This does not mean that there is no link between the Regulations and provider performance, but rather that, for now, this must be assessed in the broader context of the contribution to sector performance. For example, Ofsted research highlights an increased awareness of application of teaching methods within the FE sector and increased motivation among practitioners to use new methods[37]. The 2009 Ofsted report on ITT for further education also highlighted:

- Good and improving levels of reflection on, and evaluation of, the impact of teaching and learning by teachers;

- Well-designed ITT programmes with an increased focus on subject specialist teaching and the minimum core elements of literacy, numeracy and information, communication and technology[38].

4.5.3 Teacher recruitment and retention

There is limited evidence at this relatively early stage, that the Regulations have had a positive impact on the retention of teachers and trainers. One or two providers expressed the view that they believe staff are less likely to move on because they have the opportunity to train and become qualified. One provider had analysed staff employment records and reported that staff turnover had decreased from 25% to 15% since the Regulations were introduced. They attributed this at least partially to the increased provision of training and a clear career pathway for staff. The main issue raised by providers in relation to retention was the loss of experienced unqualified staff who were unwilling to commit to training (see section 3.4 on challenges).

In relation to teacher recruitment, providers highlighted that the short-term impact of the Regulations has been to act as a barrier to recruiting those with significant industry

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[37] The impact of standards and qualifications on the further education sector, LLUK, 2010

[38] The initial training of further education teachers, Ofsted, 2009

experience, especially in certain vocational areas where there are already shortages (for example, construction, motor vehicle engineering and catering were mentioned). However, a few providers reported that they are increasingly finding that new entrants have a PTTLS qualification at the application stage. They reported that potential applicants are funding the PTTLS themselves as a 'taster' to see if a career in FE is likely to be appropriate for them and also because they realise having a PTTLS will stand them in good stead during the application process. This has the potential to transform recruitment in the sector and some providers suggested that we were already at that point, where PTTLS becomes almost an expectation within the person specification (and a short-listing criteria for recruitment).

4.5.4 Greater career progression for teachers, including improved wages

Overall, there is little evidence that the Regulations have led to greater career progression for teachers, including improved wages. Some providers could give examples of staff who had used the qualifications structure to develop from support to full teaching roles in a way that would not previously have happened (in practice), suggesting that to some extent the Regulations provide a clearer and more accessible entry point to full teaching roles for some staff. Nonetheless, the wider context of funding cuts and pay freezes must be taken into account when considering opportunities for career progression and improved wages.

4.5.5 Parity of status with the school sector

Many providers considered that the Regulations have been important in supporting greater recognition of the professionalism of FE teachers and are therefore a "*step in the right direction*" in terms of parity of status with schools. Many interviewees welcomed the recommendation in the Wolf report for those with QTLS to be deemed eligible to teach in schools within the context of their subject specialism. They consider that when there is a shift from this happening in principle to happening in practice, it will be an important indication that parity has been achieved. Most, however, felt that to date there was little evidence of the required change in perceptions among managers and staff in schools to enable this to happen. A few managers believe though that the Regulations have been useful in supporting increased collaboration between colleges and schools for delivery of 14-16 provision, stating that being able to point to having a qualified workforce that is formally regulated helps to get schools on board. Most interviewees were keen to emphasise that while the Regulations create the correct legal framework for parity with schools, until the pay gap between school teachers and staff in FE is addressed, this will not be achieved. Improved status does remain, however, one of the key aspects of the Regulations driving support for the Regulations (and therefore engagement) in practice.

4.6 Difference in impact between provider types and sector areas

There is evidence that the impacts of the Regulations have been greater for WBL and ACL providers. This is largely a function of the fact that the introduction of the 2007 Regulations represented the first time these providers had been subject to regulatory requirements.

The Regulations have also had a greater impact in certain sector subject areas, such as construction, hospitality and motor vehicle engineering. Interviews with managers, curriculum area leads and teachers, trainers and tutors themselves suggested significant up-skilling in these areas as a result of the Regulations. Several WBL and ACL providers commented a shift from staff perceiving themselves to be vocational experts to

professional trainers and teachers: "*before some of our tutors considered themselves to be electricians or bricklayers who also delivered some sessions, but now they see themselves as teachers*".

Within smaller providers the benefits of the Regulations appear to have been more keenly felt than within larger providers. It is not surprising that benefits are more discernible within a small workforce where there has been a universal policy to qualify staff regardless of date of appointment.

4.7 Expected future impacts

The main impacts expected in the longer term are:

- Some providers consider that improvements in learner achievement will take place in the longer term, when newly qualified teachers will have had the opportunity to apply their knowledge and understanding to their practice.

- If proposals for teachers with QTLS to be deemed qualified to teach in schools within the context of their subject expertise are implemented, this will significantly help towards parity of status. There are related concerns, though, that because of the disparity in pay between colleges and schools this may lead to loss of staff in FE.

4.8 Additionality

Our assessment of impact takes into consideration the factors of deadweight and displacement, which affect the gross impact of a project. Normally, an assessment of additionality would also take into account substitution (the extent to which a new initiative has resulted in a beneficiary opting for one activity over another) and leakage (the extent to which unintended beneficiaries are benefitting from the impact of an intervention). Because there are not applicable to the Regulations, we have omitted them.

4.8.1 Deadweight

Deadweight refers to the extent to which the impacts would have accrued even in the absence of the Regulations. In our evaluation, we assessed deadweight by asking case study providers about their qualification policies and requirements prior to the introduction of the Regulations. Around one in seven case study providers (all general FE colleges) reported that without the Regulations they would have still required staff to achieve an ITT within two or three of years appointment and that the Regulations have resulted in limited change to policy or practice. There has been though an increase in monitoring of qualification levels to ensure compliance with the Regulations in these providers. In around a third of case study providers (general FE colleges and specialist colleges), the requirements of the Regulations would have been applied prior to the Regulations partially or inconsistently, so there is partial deadweight.. It is difficult to identify exactly what percentage of staff would have qualified regardless of the Regulations. Therefore for both these categories of colleges the impacts related to increased confidence, aspirations and improved teaching are likely to have happened anyway, to a greater or lesser degree.

It should also be noted that most ACL and WBL case study providers did not have formal requirements for staff to be qualified prior to the Regulations and had a workforce with a high proportion of unqualified staff. There is clear evidence that around two thirds of these providers are complying with the Regulations and that staff have or are in the process of becoming qualified. In all of these cases, the level of deadweight is low because it is unlikely that the impacts would have been experienced without the Regulations.

It is evident, then, that there has been some deadweight in FE colleges but that the levels of deadweight among ACL and WBL providers is very low.

4.8.2 Displacement

Displacement refers to the extent to which the impact of the project has been offset by a reduction in activity elsewhere. We assessed displacement through information collected in interviews with managers within providers. Two providers raised issues in relation to displacement. In one large ACL provider and one general FE college, it was reported that the Regulations had diverted staff development funds from those that are identified as having needs during inspection to those that are unqualified. In these two cases, this has meant that qualified staff who would previously have received development support are no longer receiving this as a result of the Regulations. Given this was not reported as a widespread problem, this suggests that displacement of other staff development activity as a result of the Regulations is minimal

Annex 1 Case Study Providers

General FE colleges

Aylesbury College

Boston College

Bury College

Derby College

Fareham   College

Macclesfield College

Middlesbrough College

New College Durham

Newham College

North Nottinghamshire College

South Staffordshire College

Waltham Forest College

Specialist colleges

Bicton College

National Star College

Work based learning providers

Babcock

Eagit Training Ltd

Expedient Training

Hit Training

Hudson & Hughes

JHP Ltd

ACL providers

Bedfordshire County Council

City Lit

Essex County Council

The Learning Curve

Liverpool City Council

Milton Keynes District Council

Morley College

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Annex 3 Evaluation Framework

Element of Model	Indicator	Tool / Method for Evidence Collection
Inputs ⇩	Funding (£)	-
⇩ **Outputs** ⇩	No. of teachers enrolled on a qualification that leads to QTLS or ATLS	Analysis of IfL/SIR/ILR data
	No. of experienced teachers gaining QTLS status	Analysis of IfL/SIR data
	No. of teachers who are professionally registered	Analysis of IFL/ SIR data
⇩ **Short-term Outcomes** ⇩	Teachers feel that content of ITT is relevant	Senior manager interviews Teacher interviews
	Teachers feel supported in their roles	Teacher interviews
	Teachers feel motivated and have high career aspirations and can identify a clear career and qualification pathway	Teacher interviews
	Teachers are confident they have the skills they need to be able to do be effective teachers	Teacher interviews
	Teachers have improved knowledge and understanding about how to teach effectively (includes knowledge and understanding of different teaching methods; assessment techniques; how to use targets effectively to motivate and monitor	Senior manager interviews Teacher interviews

Element of Model	Indicator	Tool / Method for Evidence Collection
	learners; how to use ICT to teach effectively, improved use of Individual Learner Plans)	
	Teachers have up to date vocational subject knowledge	Senior manager interviews Teacher interviews
	Teachers have appropriate literacy and numeracy skills	Senior manager interviews Teacher interviews
Medium-term Outcomes ⇩ ⇩	Teachers change their teaching practice to incorporate different teaching methods, assessment techniques, and improved use of ICT	Senior manager interviews Teacher interviews
	Teachers are more able to reflect on the impact of their teaching	Senior manager interviews Teacher interviews
	Teachers share their learning with colleagues	Senior manager interviews Teacher interviews
	Teachers continue to participate in CPD	Senior manager interviews Teacher interviews
	Changes to the learner offer so it is more up to date	Senior manager interviews Teacher interviews
	Embedding of literacy, numeracy and ICT in vocational teaching as well as high quality stand alone provision	Senior manager interviews Teacher interviews
⇩	Employers, learners and teachers perceive FE as relevant and professional	Senior manager interviews

Element of Model	Indicator	Tool / Method for Evidence Collection
		Teacher interviews
	Increased learner achievement, participation, progression and retention	Senior manager interviews Teacher interviews Statistical analysis of ILR and SIR data
	Increased teacher retention and recruitment	Senior manager interviews Teacher interviews Analysis of SIR data
	Greater career progression for teachers, including improved wages	Senior manager interviews Teacher interviews
	Increased willingness to contribute training costs among employers and individuals	Senior manager interviews Teacher interviews
	Greater parity of status and professionalism with schools	Senior manager interviews Teacher interviews