Progress in implementing reforms in the accreditation and continuing professional development of teachers in further education

This survey reports on the progress made in implementing workforce reforms in a sample of further education colleges, sixth form colleges and providers of adult, community and work-based learning.

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## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive summary</td>
<td>4</td>
</tr>
<tr>
<td>Key findings</td>
<td>4</td>
</tr>
<tr>
<td>Recommendations</td>
<td>5</td>
</tr>
<tr>
<td>Background</td>
<td>6</td>
</tr>
<tr>
<td><strong>The response of providers to the reforms</strong></td>
<td>8</td>
</tr>
<tr>
<td>Factors affecting the implementation of the reforms</td>
<td>9</td>
</tr>
<tr>
<td>Understanding the detail of the reforms</td>
<td>9</td>
</tr>
<tr>
<td><strong>How providers are implementing the continuing professional development requirements</strong></td>
<td>11</td>
</tr>
<tr>
<td>Changes in structures and systems</td>
<td>11</td>
</tr>
<tr>
<td>Changing approaches to continuing professional development</td>
<td>13</td>
</tr>
<tr>
<td><strong>The application and use of the professional standards</strong></td>
<td>13</td>
</tr>
<tr>
<td>Inclusion of the wider workforce</td>
<td>14</td>
</tr>
<tr>
<td><strong>General standards of literacy and numeracy</strong></td>
<td>14</td>
</tr>
<tr>
<td>Additional requirements for teachers of Skills for Life</td>
<td>15</td>
</tr>
<tr>
<td><strong>Notes</strong></td>
<td>15</td>
</tr>
<tr>
<td><strong>Further information</strong></td>
<td>16</td>
</tr>
<tr>
<td>Publications by Ofsted</td>
<td>16</td>
</tr>
<tr>
<td>Other publications</td>
<td>16</td>
</tr>
<tr>
<td>Websites</td>
<td>16</td>
</tr>
<tr>
<td><strong>Annex: Providers visited</strong></td>
<td>18</td>
</tr>
<tr>
<td>Sixth form colleges and general further education colleges</td>
<td>18</td>
</tr>
<tr>
<td>Providers of adult and community learning and work-based learning</td>
<td>18</td>
</tr>
</tbody>
</table>
Executive summary

The reforms to the accreditation of teachers in further education and the requirements for continuing professional development, introduced in 2007, are the latest changes designed to ensure that all teachers in the sector are qualified, registered and have access to continuing professional development of high quality. Visits to a small sample of 29 providers during the period September 2008 to May 2009 showed that the reforms had been widely welcomed as a way of improving the quality of teaching, raising standards and giving greater status to staff.

However, there was considerable variation in the speed and success with which the reforms were being implemented. Greater progress had been made by the colleges in the sample, mainly because they had already had to respond to earlier legislation and were more attuned to change than the other providers visited.

Most of the managers and teachers interviewed during the survey understood the key aspects of the reforms. However, there was considerable uncertainty about the details of the requirements and what the implications were for individual members of staff. In three quarters of the providers visited, managers were not sufficiently aware of the standards required to achieve Qualified Teacher Learning and Skills (QTLS) or Associate Teacher Learning and Skills (ATLS) status.

Four fifths of the providers visited had made too little progress in ensuring that all teachers met the minimum levels of skill in literacy and numeracy. Four of the providers were unaware of the requirement for some teachers of Skills for Life to hold a specialist qualification in their specialist subject area.

Providers were also unclear about the different roles of national organisations involved in the implementation of the reforms. As a result, the quality of guidance and support given to individual teachers was very variable.

The reforms had led to a considerable extension of the range of approaches to continuing professional development. There were signs that, increasingly, staff were reflecting on its impact on the quality of teaching and learning. However, at the time of the visits very few of the providers were using the national professional standards to plan and evaluate their continuing professional development, even though these standards now form an integral part of initial teaching training in the sector.

Key findings

- There was widespread welcome for the reforms because of their contribution to improving the professional status of teachers and trainers, leading to an extension of the range of approaches to professional development.

- There was considerable confusion about how to interpret the details of the reforms and how to relate the new requirements to the varying experiences and qualifications of staff already in post.
Initial progress has been slow in ensuring that all further education teachers meet similar levels of skills in literacy and numeracy as set out in the reforms for new teachers.

Too many managers, teachers and trainers were unclear about the statutory requirements relating to the need for some teachers of literacy and numeracy to hold a specialist qualification in teaching Skills for Life.

Teachers’ literacy and numeracy skills were not always assessed at interview; concerns were more likely to be identified once they were in post.

Providers were very unclear about the demarcation of responsibilities between Lifelong Learning UK, Standards Verification UK and the Institute for Learning in implementing the reforms.

There was a lack of clarity about the equivalence of the Qualified Teacher and the Qualified Teacher Learning and Skills status for school and further education teachers.

Uncertainty existed about the comparability of qualifications and progression from one type of qualification and awarding body to another.

Only two of the providers visited were using the Lifelong Learning UK professional standards to inform the planning and evaluation of continuing professional development and to build on the experiences of newly qualified teachers.

The reforms had encouraged a few providers to include the wider workforce in planning professional development, but most of the providers visited did not have a formal structure for this.

**Recommendations**

The Department for Business, Innovation and Skills should:

- clarify the requirements for teachers of Skills for Life to hold subject specialist qualifications
- examine ways of rationalising and giving greater coherence to the work of the Institute for Learning, Lifelong Learning UK, and Standards Verification UK in developing, supporting and monitoring the reforms
- simplify the guidance on the reforms, so that all providers have a clear understanding of what is required of them
- clarify with the Department for Children, Schools and Families the equivalence and transferability of qualified teacher status between schools and the further education sector
- clarify arrangements for recognising the prior experience and learning of established teachers
- ensure that progression routes between different teaching qualifications are clear and coherent and that they recognise changing requirements as people move through their professional careers
build on the positive response to the workforce reforms for teachers, to support the development of the wider workforce in further education.

Providers should:

- ensure that teachers of Skills for Life hold the required specialist qualification
- support teachers to develop their skills in numeracy and literacy to the level required to gain qualified or associate teacher status
- make greater use of the professional standards to plan and evaluate continuing professional development
- ensure their staff are given clear, accurate and up-to-date guidance on the workforce reforms.

Background

1. In 2001, it became a requirement, for the first time, for teachers and trainers working in further education colleges to hold a teaching qualification.\(^1\) Two years later, Ofsted found that the system of further education teacher training did not provide a satisfactory foundation of professional development for further education teachers at the start of their careers and criticised the national standards used.\(^2,3\) Following this, the then Department for Education and Skills set out a reform strategy for initial teacher training in this sector.\(^4\) Following the Foster Review, the proposals were extended to include the requirement for all further education teachers to take responsibility for registering with the Institute for Learning and to update their own expertise through continuing professional development for further education teachers.\(^5\)

2. The new regulations came into force in September 2007 and included the following key requirements for teachers in adult and community learning, further education, offender learning and work-based learning:

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\(^3\) Standards for teaching and supporting learning in further education in England and Wales, Further Education National Training Organisation, 1999; home.freeuk.net/aptt/articles/FENTO991.pdf.
All new teachers must gain a recognised initial teaching qualification and the full professional status of QTLS or ATLS within five years of entering employment in the further education sector.

All teachers must be registered with the Institute for Learning.6

All teachers must complete at least 30 hours of professional development annually. The allocation for part-time teachers is proportional, with a minimum of six hours.

Principals of further education colleges, appointed for the first time on or after 1 September 2007, must hold the Principals' Qualification or have enrolled on the Principals’ Qualifying Programme.7

3. The regulations introduced initial teaching qualifications leading to three main awards: Preparing to Teach in the Lifelong Learning Sector (PTLLS); Certificate in Teaching in the Lifelong Learning Sector (CTLLS); and Diploma in Teaching in the Lifelong Learning Sector (DTLLS).

4. All new entrants, whether full- or part-time, must gain the PTLLS initial award within a year and before they can teach without the professional support of a qualified teacher. They need to gain the CTLLS or DTLLS initial teacher training qualifications within five years of starting to teach.

5. The regulations also introduced the status of licensed practitioner. To gain this, teachers must hold an initial qualification and complete a period of ‘professional formation’, including supervised teaching experience, to demonstrate their competence in the workplace. They are then eligible for the Institute for Learning’s recognition as either a Qualified Teacher Learning and Skills (QTLS) or an Associate Teacher Learning and Skills (ATLS).8

6. In addition to these requirements, teachers of Skills for Life (literacy, numeracy, and English for speakers of other languages) working in colleges must hold a specialist teaching qualification in the specific subject. This requirement preceded the new regulations and remains in force.

7. Under the new regulations, the Institute for Learning took on specific responsibilities for overseeing teachers’ professional registration and continuing professional development. The work of the Institute for Learning complements

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6 The Institute for Learning (IfL) is the professional body for teachers and trainers in the further education sector. For further information, see: www.ifl.ac.uk/about-ifl.

7 In 2007, the Department for Innovation, Universities and Skills introduced a requirement for all newly appointed Further Education college principals to be qualified by completing the Principals’ Qualifying Programme. For further information, see: www.dius.gov.uk/reports_and_publications/~/media/publications/G/guide2007no1864.

8 QTLS applies to those teachers carrying out the ‘full’ range of responsibilities; ATLS applies to those carrying out a more restricted range of teaching activities and responsibilities. For further information, see: www.lluk.org/3054.htm.
that of two other organisations: Lifelong Learning UK, which is responsible for developing the new professional standards for teachers, and Standards Verification UK which checks that new teacher training qualifications comply with legislative requirements.

8. This report evaluates the progress made since 2007 in implementing the workforce reforms across the further education and skills sector through visits to providers during the period September 2008 to May 2009.

The response of providers to the reforms

9. The reforms were widely welcomed because of their expected positive impact on learners, and because of their contribution to improving the status of teachers and trainers in the further education sector. They had also led to a considerable extension of the range of approaches to professional development.

10. Teachers in the colleges visited saw the reforms as an important step in promoting greater comparability between their own status and that of teachers in schools. Their managers saw the reforms as a crucial factor in improving the quality of teaching, thereby raising standards and the quality of provision, a point also emphasised in an Ofsted report on colleges published in 2008.9

11. All the providers of adult and community learning and work-based learning visited expressed strong support for the aims of workforce reform. The 12 local authorities were beginning to make good use of the reforms to increase the quality and capacity of their adult and community learning provision. However, they faced particular challenges because the teachers whom the reforms were designed to help were dispersed over a wide area and were often employed on part-time rather than full-time contracts.

12. Approximately three quarters of the providers visited had access to a Centre for Excellence in Teacher Training, a local professional development group, a learning network or an association of learning providers.10 These agencies provided specialist knowledge, advice and resources. They were very valuable in helping institutions to understand the implications of the reforms for their particular contexts and to ensure that local practice accorded with national policy. However, a quarter of the colleges and local authorities did not have access to such support and were further behind than others in implementing the reforms.

10 As part of the reforms, the Government established a national network of Centres of Excellence in Teacher Training (CETTs) to support further education providers through training, professional development and self-improvement programmes. For further information, see: www.excellencegateway.org.uk.
13. The Principals’ Qualifying Programme was popular with principals regardless of their length of service. Seven of the principals or aspiring principals interviewed who had recently completed the programme said they had found it a genuine learning experience. They particularly valued the opportunity it provided to discuss concerns with their peers, typified by the following comments:

‘The programme gave me a very valuable forum for sharing issues openly, which is not always easy at my own college.’

‘The programme has been very influential in shaping my own college’s five- to 10-year strategy and in establishing our consultation processes. The impact has been that the college has become a much more robust institution with a much stronger strategy for the future.’

14. In the best providers of work-based learning, assessors were extending their skills to include training as well as support by gaining the PTLLS award. This provided them with wider career opportunities and enabled providers to use their staff more flexibly and efficiently.

**Factors affecting the implementation of the reforms**

**Understanding the detail of the reforms**

15. The providers visited had a good understanding of the overall scope of the reforms and had made considerable efforts to communicate the information to their staff through a variety of means, including the local intranet and professional development activities. In a general further education college visited, union representatives, advanced practitioners and mentors had worked together to pass on the key information to staff and to engage them, from an early stage, in the process of change. Despite such initiatives, there was still considerable confusion over the details of the changes and how they related to earlier regulations.

16. The areas that were not well understood included:

- the rationale behind the two types of qualified teacher status
- the relationship between qualified teacher status in further education and qualified teacher status in schools
- the routes open to teachers and trainers to progress between different levels of the initial teaching awards
- the extent to which the schemes recognised teachers’ prior experience and learning
- the funding arrangements, especially for the qualifications of the national awarding bodies
- the contribution of professional formation to gaining qualified teacher status
the roles and responsibilities of the national organisations in relation to the implementation of the reforms.

17. In three quarters of the providers visited, managers were unclear about the rationale for the two types of teaching qualification and who should pursue which, given the wide range of roles and responsibilities of teachers in further education. This was leading to considerable variation in practice.

A general further education college had decided that all its teaching staff, regardless of the types of contracts they had, should acquire QTLS status. In another college of a similar type and size, full-time staff were required to pursue the QTLS while those who worked part-time were directed towards the ATLS.

A local authority provider of adult and community learning had decided that all part-time as well as full-time teachers should aim to gain QTLS status because they all had to fulfill a wide range of responsibilities within the outreach centres.

18. The recent reforms to the curriculum at Key Stage 3 and at Key stage 4 in schools and the introduction of the National Diplomas have led to increased collaboration between schools and colleges. During the survey, all the college teachers interviewed who contributed to such courses expressed concern about the equivalence and transferability of QTLS status between colleges and schools.

19. A fifth of the managers and teachers interviewed were unclear about the possible progression routes between the different levels of initial teaching qualifications. All new teachers are required to gain the initial preparatory award, after which they have to choose to follow the route leading either to a certificate or a diploma. Each award requires a combination of units to be completed; these cover a defined set of standards from the professional standards framework. In practice, many teachers who follow the certificate route later decide that they would like to progress to the Diploma. However, the lack of alignment between the courses offered by different awarding bodies means that there is no clearly defined and coherent route to enable teachers to progress easily from one level to the next.

20. Approximately one third of the providers visited reported a lack of transparency about the funding of initial training programmes. Funding was generally accessible for university-based teaching qualifications but not for those from

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11 For further information about the National Curriculum and the Diploma, see: www.qcda.gov.uk.
12 The New overarching professional standards for teachers, tutors and trainers in the lifelong learning sector were introduced in 2006. They describe the skills, knowledge and attributes required of those who work in teaching and training roles in further education. For further information, see: www.lluk.org/documents/professional_standards_for_itts_020107.pdf.
national awarding bodies. Providers of adult and community learning and work-based learning had experienced particular difficulty.

21. There was widespread confusion about how the new arrangements recognised prior experience and learning. Providers were not clear how the General Professional Recognition Schemes could be applied to current teaching staff to support their application for the appropriate teacher status.\(^\text{13}\) Approximately half of the 29 providers visited were unaware of the existence of the tariff of qualifications held by Standards Verification UK and none had used it systematically.\(^\text{14}\)

22. None of the providers visited understood how the process of professional formation worked, probably because it had only just been introduced at the time the survey visits took place.\(^\text{15}\)

23. At least two thirds of the 29 providers were unclear about the demarcation between the roles of Lifelong Learning UK, Standards Verification UK and the Institute for Learning in ensuring compliance with the requirements for initial teacher training and continuing professional development.

**How providers are implementing the continuing professional development requirements**

**Changes in structures and systems**

24. Two thirds of the providers visited had changed or were planning to change their structures and systems to ensure that their teachers were registered with the Institute for Learning; that they had completed the required number of hours of professional development annually; and that the opportunities provided were of an appropriate standard.

25. The colleges visited had made the greatest progress in this compared with the other providers. For example, two of the colleges had recruited members of staff to take specific overall responsibility for monitoring compliance and the quality of professional development. Within the local authority providers of

\(^\text{13}\) The General Professional Recognition Learning and Skills scheme enables the previous experience of established teachers in further education to contribute towards recognised teacher status. The scheme is designed for those teachers for whom undertaking an initial teacher training qualification would be inappropriate. For further information, see: [www.standardsverificationuk.org/2927.htm](http://www.standardsverificationuk.org/2927.htm).

\(^\text{14}\) This equates post-16 initial teacher training qualifications available in England before September 2007 with the new teaching and training qualifications. For further information, see: [www.standardsverificationuk.org/3600.htm](http://www.standardsverificationuk.org/3600.htm)

\(^\text{15}\) The first 273 awards of ATLS and QTLS were made only in 2009, following completion of this survey. For further information, see: [www.ifl.ac.uk/qtls-atls](http://www.ifl.ac.uk/qtls-atls).
adult and community learning, progress was more variable. Half of them had clear plans which were already being implemented effectively.

One large local authority had appointed a head of workforce development whose responsibilities were to manage all externally funded employability provision such as Train to Gain programmes, as well as strategic workforce development within the authority. These responsibilities included oversight of compliance with the workforce reforms and the qualification requirements for the authority’s adult and community learning tutors, as well as supporting the development of staff’s skills in language and numeracy. These changes were strongly supported by the council’s portfolio holder for education.

26. In the other authorities visited, progress was slower. One of them did not have a clearly defined policy for the development and progression of its tutors. Another did not have a record of all its tutors’ existing qualifications and was unable to determine the extent to which they met the new requirements. Responsibilities for implementation were often fragmented. In a typical case, support to gain qualifications in literacy and numeracy was provided by one department but preparation for teaching qualifications was the responsibility of another. Communication between the two departments was poor. As a result, the provider did not have a clear view of how effectively the reforms were being implemented.

27. The conditions that local authorities placed on subcontractors varied considerably. Two local authorities that subcontracted their adult education provision to local colleges had not amended their contracts since the new regulations had been introduced. They had no means of knowing, therefore, whether the requirements were being met. This was in stark contrast to another authority that would not consider any potential subcontractors until they had confirmed that their tutors held the necessary qualifications and were registered with the Institute for Learning.

28. Only a few providers had begun to align the data they held on qualifications and professional development with the teachers’ personal records of their professional development and its impact on their performance. One of the colleges visited was developing its own software to facilitate the transfer of information by individual teachers from REfLECT into its own management information system. 16 In most cases, however, providers had not started on this work and were unclear how they might do so.

16 REFLECT is the web-based system available to members of the Institute for Learning. It allows individual teachers and trainers in further education to record and reflect on their continuing professional development. For further information, see: www.ifl.ac.uk/cpd/reflect.
Changing approaches to continuing professional development

29. Three quarters of the providers visited, particularly the colleges, had responded positively to the broader model of professional development promoted by the Institute for Learning. This emphasises the need for teachers to reflect regularly on their teaching and its impact on learning and the learners' experience. Two of the colleges visited had provided additional training for teachers to develop their skills in doing this.

30. In more than four fifths of the providers visited, new teachers received a range of valued support from mentors, subject learning coaches and learning champions. The reforms are bringing an impetus to the review and development of continuing professional development programmes.

A college had recently introduced learning champions, appointed annually, to embed a culture of learning improvement across the college. Their responsibilities were to provide support for literacy, numeracy, learning skills, personalisation and inclusion. Such support included coaching teachers, developing interactive resources, monitoring learners' experiences to capture good practice, and identifying and demonstrating good practice.

In another college, mentors were valued for being approachable, responsive and knowledgeable about their subjects. Subject learning coaches and learning champions disseminated effective practice and worked intensively where there was underperformance. All the teams noted the impact of mentors and subject learning coaches in terms of improving learners' retention and success rates. The impact of their work was also shown in the fact that around a third of the teachers nominated for the college's star awards for innovative teaching and learning were people who were being mentored on teacher training programmes. Mentors also felt that advising others had helped them to review their own practice.

The application and use of the professional standards

31. The professional standards defined by Lifelong Learning UK provide the national framework for describing the range of work undertaken by teachers in further education. Since 2007/08, all teachers and trainers following initial training qualifications have studied units based on these national standards. However, in this survey, only two of the providers visited had attempted to build on them in planning support for teachers once they had qualified. The other 27 providers had given little consideration to how the standards could be a basis for planning and evaluating training or drawing up job descriptions; none of them used the standards for performance reviews or lesson observations. One
college was still referring to the Further Educational National Training standards which ceased to apply in 2007.

32. The absence of common standards to define individual targets for teachers resulted in a lack of accuracy in recording development activities. This limited the extent to which an accurate analysis could be made of progress over time within and across providers. This reflected the findings of a 2008 report on initial teacher training:

‘At the level of the individual teacher, providers have not yet developed a clear strategy for evaluating the impact of training on the progress [teacher] trainees make, given their different starting points and range of experience.’¹⁷

**Inclusion of the wider workforce**

33. Within schools, there has been a considerable expansion of the workforce to include a wide range of roles in addition to that of the teacher. Since 2003, headteachers and governors have been expected to ensure that all staff receive regular professional development which will contribute to their progress through a clearly defined career path.

34. Providers across the further education and skills sector have traditionally supported learning support staff and other members of the wider workforce into teaching roles. This was evident in the providers visited. One college principal, for example, emphasised that there was ‘no reason why support staff should not build on the same reflective record of professional development now required from teachers’ and was taking this approach, even though there was no formal requirement to do so. However, despite their commitment to this principle, most providers did not have a formal framework for planning the continuing professional development of the wider workforce.

**General standards of literacy and numeracy**

35. Under the new requirements, all new teachers who started teaching from September 2007 in further education colleges must achieve minimum standards in literacy and numeracy, so that they can provide adequate support for learners. Slow progress had been made in ensuring that all teachers in the sector can demonstrate a similar level of skill. In three quarters of the providers visited, managers were not sufficiently aware of the standards required to achieve ATLS or QTLS status. Teachers’ literacy and numeracy skills were not

always assessed at interview; concerns were more likely to be identified once they were in post.

36. The better providers gave some training for tutors to help them support learners with their development needs in literacy and numeracy. A large local authority provider of adult and community learning recognised that its tutors needed more training in this area and provided clear examples of how to integrate literacy and numeracy into different curriculum areas. One work-based learning provider required all new trainers to complete an initial assessment of their skills in literacy and numeracy.

Clear targets were set for their development, linked to the Preparing to Teach in the Lifelong Learning Sector outcomes. The subsequent training, arranged by the provider, developed trainers’ own skills indirectly by demonstrating how they could support their learners to achieve key skills level 2 in literacy and numeracy through good practice in portfolio-building. There was a strong emphasis on using practical examples that were relevant to the learners’ areas of interest.

Additional requirements for teachers of Skills for Life

37. In addition to the qualifications already described, teachers within colleges who focus specifically on teaching literacy and numeracy are required to hold a specialist qualification in teaching Skills for Life. This requirement preceded the most recent reforms and remains in force. However, there was considerable misunderstanding over this across the wider sector.

38. In four of the providers visited, managers and teachers were not aware of the statutory requirements. An adult and community learning provider and a sixth form college had no plans for any of their Skills for Life specialist tutors to gain the appropriate mandatory subject-specialist award. Another local authority provider regarded it as good practice to encourage its staff to gain a subject-specialist award in literacy or numeracy, without realising that this was a statutory requirement.

Notes

Between September 2008 and May 2009, inspectors visited a small sample of 29 further education providers: 14 sixth form colleges and general further education colleges, and 15 providers of adult and community learning and work-based learning. The sample was selected to provide examples of both larger and smaller providers across England.
Further information

Publications by Ofsted

*The initial training of further education teachers* (070194), Ofsted, 2008; www.ofsted.gov.uk/Ofsted-home/Publications-and-research/Browse-all-by/Education/Leadership/Management/The-initial-training-of-further-education-teachers/(language)/eng-GB.


*Workforce reform in schools: has it made a difference?* (080263), Ofsted, 2010; www.ofsted.gov.uk/publications/080263.

Other publications


Websites

The Institute for Learning (IfL) is the professional body for teachers, trainers, tutors, student teachers and assessors in the further education and skills sector. www.ifl.ac.uk

Lifelong Learning UK (LLUK) is the independent employer-led sector skills council responsible for the professional development of staff working in the UK lifelong learning sector. www.lluk.org/ittreforms/2760.htm

Standards Verification UK (SVUK) is the subsidiary of Lifelong Learning UK responsible for the verification of initial teacher training and other forms of workforce training and development. SVUK is responsible for endorsing generic initial teacher training qualifications for the lifelong learning sector in England and Wales, and for Skills for Life practitioners in literacy, numeracy and English for speakers of other languages in England. www.standardsverificationuk.org/

The Learning and Skills Improvement Service (LSIS) is the sector-owned body formed from the merger of Centre for Excellence in Leadership and the Quality Improvement Agency. www.lsis.org.uk
The Subject Learning Coach website is a portal for managers, teachers and trainers throughout the learning and skills sector to access Teaching and Learning Programme information. www.subjectlearningcoach.net
## Annex: Providers visited

### Sixth form colleges and general further education colleges

<table>
<thead>
<tr>
<th>Provider</th>
<th>Location</th>
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### Providers of adult and community learning and work-based learning

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<th>Provider</th>
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Progress in implementing reforms in the accreditation and continuing professional development of teachers in further education