

Implementing the QTLS reforms in the Third Sector

Research Report

NIACE
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Cheryl Turner
Mandy Thomas
Anthea Rose

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EXECUTIVE SUMMARY

1.0 Introduction

- 1.1 The Learning and Skills Council (LSC) National Office commissioned NIACE to identify the possible impact of the new qualification, registration and CPD requirements for teachers, trainers and tutors in the learning and skills sector (referred to here as the 'QTLS reforms') on Third Sector (TS) providers and practitioners.
- 1.2 This reflects a growing debate within TS provider networks and forums about the sector's engagement with the QTLS reforms, and an associated interest within the LSC in whether, as a consequence of implementation, TS organisations might be deterred from contracting to deliver learning. The LSC also sought an indication of the possible costs of compliance for TS organisations, and how these providers might be supported most effectively.
- 1.3 Third Sector organisations in scope included those delivering LSC-funded programmes under direct contract to the LSC and those in partnership arrangements with lead providers, such as colleges, local authorities, and TS consortia, along with some prospective TS providers.
- 1.4 The project addressed four key areas. These were.
 - current teacher qualification levels amongst TS organisations;
 - the TS teacher role, its distinguishing features (if any) and how these intersect with the QTLS reforms;
 - the likely cost implications for TS providers of implementing the QTLS reforms, both in terms of meeting the new requirements and establishing/sustaining a supporting infrastructure; and
 - issues or barriers that could affect TS engagement with the reforms, and any examples of practice to show how these could be addressed.
- 1.5 During the research, other issues and foci emerged that were also relevant to the overarching aim and therefore, with LSC agreement, these were included in the study.

2.0 Methodology

- 2.1 Both quantitative and qualitative methods were used and data was collected between December 2007 and March 2008. A range of other stakeholders had an interest in the project outcomes and therefore liaison with these organisations was incorporated into the research and analysis.
- 2.2 Key stakeholders were:
 - LSC National Office staff with responsibility for engagement with the QTLS reforms, and for LSC work with the TS;
 - Lifelong Learning UK (LLUK), the Sector Skills Council for the Learning and Skills or Lifelong Learning Sector in England;
 - Institute for Learning (IfL), the professional body for teachers, trainers and student teachers in the Learning and Skills Sector;

- Department for Innovation, Universities and Skills (DIUS), the Government department with overall responsibility for the implementation of the reforms;
- UK Workforce Hub (UK WFH), the ‘hub of expertise’ funded by the Government’s ChangeUp programme that offers guidance and advice to TS organisations around staff (and volunteer) retention, training and development; and
- Centres for Excellence in Teacher Training (CETTs), the collaborative arrangements of providers and other key stakeholders with a prime focus on improving the quality of Initial Teacher Training (ITT) and professional development in support of the Government’s reform agenda.

- 2.3 The definition of TS used for the research was taken from HM Treasury and LSC National Office. Accordingly, TS organisations are:
- non-governmental;
 - ‘value driven’ (primarily motivated by the desire to further social, environmental or cultural objectives rather than to make a profit *per se*); and
 - principally reinvest their surpluses to further social, environmental or cultural objectives¹.
- 2.4 An on-line survey was distributed to approximately 500 TS organisations. The sample included directly-contracted and sub-contracted LSC-funded TS providers, along with TS bodies that had demonstrated a serious intention to secure LSC funding through completion of a Pre Qualification Questionnaire (PQQ) and/or Invitation To Tender (ITT). The sample covered all nine English regions, urban and rural contexts, and organisations of diverse size, reach and type. TS providers that were neither funded by the LSC nor seeking funding from the LSC, were not approached. This was because currently, only LSC-funded programmes are affected by the reforms.
- 2.5 The analysis presented in this report is based on 55 survey respondents, 22 focus group participants (through three focus groups), 41 people involved in two workshops, seven interviewees, and the learners, tutors and programme organisers and managers consulted during the three case study visits.
- 2.6 Most respondents were small organisations with local reach (operating at neighbourhood, town, or city level) and described themselves as either a charity or voluntary and community organisation. The sample also included five organisations with 250 or more employees and international coverage. Nearly half the respondents were involved in consortia. The majority were in receipt of LSC funding through either direct contracts or sub-contracting arrangements. However, a sizeable minority were not (but had demonstrated an interest through PQQ or ITT submissions). Both constituencies were important to the research.

3.0 Key findings

- 3.1 The key findings of the research are summarised and grouped below under the four original areas of research interest: teacher qualification levels (extended to also

¹ HM Treasury (2005), *Exploring the Role of the Third Sector in Public Service, Delivery and Reform*, HM Treasury

include access to Continuing Professional Development (CPD)); TS teaching role; cost implications; and issues and barriers to implementation.

3.2 *Teacher qualification levels (and CPD)*

- 3.2.1 **The majority of TS providers employ staff with teaching qualifications, many to level 4 and above, regardless of their size.** Fifty seven per cent of respondents used teachers with two to four teaching qualifications and 28 per cent had staff with more.
- 3.2.2 **The profile for subject specific qualifications again suggests a relatively well-qualified workforce.** Eighty one per cent of respondents reported teaching staff with degree level (NVQ Level 4) qualifications in the areas they teach. Seventy one per cent employed staff with two or more qualifications.
- 3.2.3 **Many TS providers, irrespective of size, are delivering within a professionalised culture** already, one that recognises the value of appropriate standards and qualifications.
- 3.2.4 **However, unqualified staff are still important to TS delivery.** Fifteen per cent of respondents gave no details of the teaching qualifications of their staff. The reasons for this are unknown but could indicate that, in some cases at least, teaching staff were not formally qualified. Four of the 35 respondents to the question at the Liverpool workshop identified staff qualified by experience only.
- 3.2.5 **TS providers place a high premium on experience and in-depth knowledge** of particular groups. Qualitative evidence suggests they value teachers with a wider awareness of, and sensitivity towards, learners' needs, aspirations and context.
- 3.2.6 **TS providers use 'home grown' teachers.** Thirty three per cent of the respondents used teachers who had come through an internal progression route, including from amongst learners or volunteers.
- 3.2.7 **Most TS providers offer/arrange some form of CPD for their teaching staff.** Ninety four per cent of respondents affirmed their support for staff access to CPD and this level of engagement was reflected in focus group and interview responses.
- 3.2.8 **The range of CPD opportunities is considerable.** Most TS providers reported offering internal training and resourcing external training. Observations and access to materials were common, while involvement in appraisal processes and professional networks was also widespread. Mentoring was relatively less significant but nonetheless still featured in half the responses. The lower incidence of peer review aligns with the wider picture for TS employers and could be a consequence of their smaller scale. Opportunities for secondment were also scarce.
- 3.2.9 **CPD opportunities are funded through various means.** Amongst the respondents, training budgets were the most common but several described these as very small.

3.2.10 **Many TS providers have staff who are either training or planning to train for the new qualifications.** Nearly a third of the respondents had teachers studying for PTLLS (Preparing to Teach in the Lifelong Learning Sector), two had staff undertaking CTLLS (Certificate in Teaching in the Lifelong Learning Sector), and two DTLLS (Diploma in Teaching in the Lifelong Learning Sector). Respondents also reported staff taking other qualifications. PTLLS courses are already being adapted to meet the needs of TS practitioners

3.2.11 **The vast majority of TS providers have systems in place for collecting information about their staff.** Seventy five per cent of respondents had systems covering at least 10 data categories, including qualification levels and CPD.

3.3 *Third Sector teaching role*

3.3.1 **Many TS providers think teachers in the sector have distinctive roles and attributes.** Amongst respondents and interviewees, these were associated with the needs of TS learners and the resulting teacher/learner relationship. The latter was characterised as more ‘holistic’, taking account of the learners’ wider environment, constraints and aspirations. In turn, TS practitioners were seen as requiring different skills and knowledge in order to work in more interactive, participative and responsive ways. Much of this was framed by the particularities of the TS context and how these affected not just what TS teachers do, but when and how they do it.

3.3.2 **Most TS provision appears to be directed towards particular learners, notably those who are more marginalised or ‘hard to reach’.** Sixty six per cent of respondents targeted certain groups, most commonly (30 per cent) those with learning disabilities and mental health issues. Other key constituencies were unemployed people, lone parents, black and ethnic minority communities, young people not in education, employment or training (NEETs), homeless people and refugees. Many worked with more than one group

3.3.3 **The curriculum offer is diverse.** A substantial majority of respondents covered more than one subject area, 49 per cent of whom offered up to five, and 38 per cent between five and ten. The main areas were literacy and numeracy, ICT, administration, community development, organisational skills (leadership and management and trustee training) and social care skills. This profile reflects some of the key skills gaps identified by TS employers

3.3.4 **Teaching and learning² is part of a wider mixture of organisational activity** for most TS providers and often accounts for a relatively small amount of their work (which is not necessarily equivalent to significance). Sixty six per cent of respondents recorded less than 25 per cent, and 20 per cent was most common. Focus group assessments were similar. Participants described teaching and learning as a small and variable proportion of the work of their organisations.

² ‘Teaching and learning’ was defined in the survey questionnaire as meaning “any training activity you carry out for individuals or groups who are not part of your work force”. Staff development and training was explored through a separate set of questions.

- 3.3.5 **The TS teaching and learning context is characterised by the diversity of the other work that also take place.** For example, the research uncovered social enterprise development, social care, welfare advice, benefits and employment issues, beauty therapy, plastering and construction, counselling, fundraising, community safety, environmental services, supported accommodation, and early years care.
- 3.3.6 **The majority of TS providers are relatively small-scale (which accords with the wider TS profile).** Sixty five per cent of respondents employed ten or less full-time teachers, and 45 per cent five or less; 68 per cent employed ten or less part-time teachers, and 39 per cent five or less.
- 3.3.7 **TS providers tend to draw on their existing staff for delivery.** Respondents and focus group participants used their full and part time staff and generally did not ‘buy in’ expertise or capacity through fixed-term contracts, agencies or consultants.
- 3.3.8 **The vast majority have staff performing other roles to support learning within their organisations.** Amongst the respondents, the most common additional roles were mentoring, outreach and development work, and assessing.
- 3.4 *Cost implications*
- 3.4.1 **TS providers access a wide range of funding to support delivery.** Thirty five per cent of respondents used more than one source, and of the organisations that classified themselves as voluntary and community sector, 50 per cent relied on multiple funding streams. These complex arrangements reportedly left insufficient margins to absorb significant additional costs.
- 3.4.2 **As a consequence, the most frequently identified areas of concern regarding the QTLS reforms related to costs and funding.** Resources to cover training fees or delivery costs, registration fees (once the current subsidy finishes), CPD costs, backfill costs for staff released for training, and the opportunity costs of lost service delivery and other income generating activity were all mentioned.
- 3.4.3 **Different fees for PTLLS courses are proliferating.** Those uncovered by the research ranged from entirely free programmes to fees of £300 per person. The market is likely to become more complex and variable over time. There is some evidence that providers are finding it difficult to estimate the likely financial implications of their compliance. Only 40 per cent of survey respondents offered an estimate of the possible additional costs for 2007/08, and 45 per cent for 2008/09. Answers varied considerably from under £1,000 to £338,000. Figures calculated for the research suggest the overall cost for three years of taking an unqualified new teacher through to DTLLS, including IfL registration, CPD and opportunity costs, would be around £5,400. The total from the same calculation for CTLLS was just under £3,400.
- 3.4.4 **There is little alignment between the teacher Qualification Framework and the requirements for Train to Gain service funding.** This could be a potential mainstream source for TS providers seeking support with implementation costs.

3.5 *Issues and barriers to implementation*

- 3.5.1 **TS providers are concerned about an anticipated contraction in the range of experience and backgrounds from which TS teachers are drawn**, and in particular, the loss of staff and volunteers from more excluded groups. Respondents and interviewees feared they (or TS providers generally) would become less effective at meeting the needs of more disadvantaged learners - their niche contribution.
- 3.5.2 **Loss of flexibility, creativity and learner-centred approaches are also key issues.** There was a common concern amongst respondents, focus group participants and interviewees that the reforms would result in standardised and inappropriate provision for some 'hard to reach' learners.
- 3.5.3 **There is some confusion and misunderstanding about the impact of the QTLS reforms on volunteers.** Respondents feared volunteers might be deterred from involvement by a perceived necessity to obtain qualifications.
- 3.5.4 **A loss of good, experienced staff is widely anticipated.** Respondents and interviewees attributed this to several reasons: a refusal by established practitioners to take the qualifications, particularly if they deliver small amounts of teaching; insufficient funding to pay higher fees for qualified staff; and a possible migration of QTLS TS teachers to FE colleges.
- 3.5.5 **The new qualifications have triggered a cluster of issues for TS providers, several of which hinge on the question of progression.** Respondents, focus group participants and interviewees noted the absence of earlier steps to Level 3 within the Teacher Qualification Framework. Another issue was the gap between the two PTTLs levels (Levels 3 and 4). Respondents saw this as too substantial for some practitioners and therefore a possible impediment. Organisations reported feeling insufficiently informed to advise and guide their staff about the best options for them, for example, on the appropriate PTTLs level or indeed whether the qualification was necessary at all. They registered a need to ensure qualified and experienced staff are not required to do PTLLS unnecessarily. Some PTLLS delivered by FE colleges was viewed as less relevant to TS practitioners. The prescribed five years for completion of both DTLLS and CTLLS was also identified as a potential problem.
- 3.5.6 **Cost is perhaps the major barrier facing TS providers in implementing the QTLS reforms (see above). The second, or possibly equally significant, issue raised by the research is time.** Respondents, focus group participants, and interviewees all referred to the time implications of undertaking training, CPD, initial assessments, information, advice and guidance (IAG), and Accreditation of Prior Experiential Learning (APEL).
- 3.5.7 **The absence of current, accurate, accessible, TS-specific information is a key problem.** Qualitative evidence suggest this is a cause of concern for some providers

and that addressing it would help allay a range of fears and misunderstandings. It would also help TS providers respond accurately and effectively to the reforms.

- 3.5.8 **There is a perception amongst some TS providers and practitioners that the sector has not been sufficiently ‘on the radar’** in LLUK and IfL. This is countered to an extent by various important initiatives from both organisations.
- 3.6 The research also set out to uncover the actual and perceived benefits of the QTLS reforms to TS providers and practitioners. These are summarised and set out below.
- 3.6.1 **Although PTTLs is relatively new, the research elicited positive feedback** from staff who had enjoyed the experience and from providers who reported improvements in provision. Increased practitioner confidence, self-esteem, versatility and skills were widely noted outcomes from PTLs programmes.
- 3.6.2 **Some providers and teachers see the QTLS reforms as a way of delivering a higher quality service to learners**, leading to greater job satisfaction as well as wider benefits for learners and the sector.
- 3.6.3 **The experience of training with others** was noted more than once as a source of peer support and learning, and enjoyment.
- 3.6.4 **Other reported individual benefits include better knowledge, transferable skills and qualifications** that improve employment chances and career progression.
- 3.6.5 **CPD was welcomed, in principle**. Many reported that teachers should keep their teaching skills and knowledge up to date.
- 3.6.6 **Organisational benefits uncovered by the research include better trained and qualified staff**, enhanced quality of delivery, and improved Ofsted inspection grades. Several respondents saw the new qualifications as enabling them to fulfil funding requirements and to meet LSC contract outputs.
- 3.6.7 **Wider benefits of value to the TS as a whole included parity of esteem with other non-TS providers**, an improved perception of TS delivery amongst learners, funders, partners, and other stakeholders, and better prospects of gaining contracts and joining partnerships.

“Well deserved recognition as a key player in lifelong learning industry”.

4.0 Recommendations

The recommendations have been grouped under four themes: communication; the QTLS reforms; supporting practice; and further research.

Communication

1. There is an immediate need to address levels of confusion, concern and misunderstanding amongst some TS providers. It is recommended that LLUK, IfL and LSC work with TS partners (both infrastructure bodies, networks and providers) to ensure clear, accurate, TS-specific briefing materials are produced and circulated.
2. Allied to this, it is recommended that messages to the TS offer realistic guidance about necessary levels of investment (financial, time and staff) for QTLS compliance. It is suggested these might usefully include emerging findings about the benefits experienced by TS PTLLS participants. This might help offset some negativity uncovered during the research around a sense of compulsion, locating the rationale for engagement instead - at least partly - in better delivery for learners and increased confidence and satisfaction amongst practitioners.
3. External stakeholders are urged to scrutinise their communication and consultation strategies to ensure they include effective links with key TS networks and bodies. Future initiatives should also recognise the importance of working with the TS and respond accordingly. It is suggested that, as far as possible, key stakeholders design future communication and consultation processes in accordance with national Compact principles and the associated Good Practice Code relating to Consultation and Policy Appraisal.

QTLS reforms

4. LLUK, in consultation with other key stakeholders – including TS PTLLS providers – is urged to review the Teacher Qualification Framework in relation to the TS, taking account of emerging ‘TS friendly’ adaptations, attitudes to CTLLS and DTLLS, and the proposal (arising from this research) for a pre-PTLLS progression route. A review would be an opportunity to track emerging developments in delivery, for example, blended learning approaches, and to address the key issue of funding for sustained TS engagement. For example, it could incorporate an investigation by LLUK, Standards Verification UK (SVUK), LSC and other key stakeholders, of the potential to align PTLLS, and the proposed pre-PTLLS, with funding opportunities through the Foundation Learning Tier and Train to Gain.
5. It is recommended that LLUK, SVUK and other key stakeholders – including TS providers – build on emerging good practice and develop more flexible, modularised delivery models (including the possibility of Credit Accumulation and Transfer), as a means of diversifying and widening potential routes into the profession, taking account of barriers such as competing professional demands (experienced by many TS teachers), and other access issues such as dependant care responsibilities.
6. Linked to this, it is recommended that SVUK explores the possibility of greater flexibility around the five year limit on CTLLS and DTLLS (perhaps framed by specific criteria), to take account of more incremental ITT routes and the difficulties some practitioners experience in securing placements.

7. In support of this, the CETTs are encouraged to engage more pro-actively with TS providers in their areas, building on emerging good practice, and recognising TS interests across the range of Learning and Skills provision.

Supporting practice

8. There could be scope to further develop the capacity-building role currently played by non-TS bodies (such as local authorities) and TS intermediaries such as consortia, networks and substantial providers. Emerging evidence suggests they already function as an important, identifiable point of information and source of PTLLS, CPD and advice and guidance. Further consultation with these bodies is recommended to determine whether and how their role might be consolidated to meet other rising needs, for example, better IAG and help with finding 'value for money' PTLLS training.
9. Linked to this, it is recommended that LLUK, IfL and LSC consider strategies for resourcing awareness raising and support activities for TS providers. This might include specific, targeted initiatives and/or consolidating existing opportunities, for example, through consortia or the Third Sector Peer Coaching programme. It is suggested this includes some funding for materials to help providers with rising issues, for example, initial assessment, APEL, CPD management, and evaluation as part of professional formation.
10. It is recommended that TS consortia, networks and more substantial TS providers explore collaborative ways of delivering PTLLS (and possibly CTLLS) and CPD opportunities in order to simplify the professional environment, increase opportunities to share practice, and secure economies of scale.
11. It is recommended that local authority support for sub-contracted TS providers and their compliance with QTLS is encouraged through the circulation of existing good practice examples. These arrangements will be particularly important in those areas without TS consortia or suitable networks, or where those arrangements lack the capacity to take on the role. Local authority/TS partnerships of this nature have the advantage of relative stability when compared with the funding uncertainties of even the most established consortia

Further research

12. In view of the importance of Skills for Life as an area of provision for TS providers, and its wider policy significance, focused enquiries into the levels of delivery by unqualified TS staff might be fruitful. Similarly, the relatively low levels of peer support within the TS could be a second area for further research. It is suggested the primary intention in both cases should be to support practice through the development of useful resources and a better understanding of 'what works'.
13. In order to ensure the QTLS reforms do not inadvertently disadvantage any particular practitioners or groups of providers (and therefore, learners), it is recommended that the LSC, with key stakeholders – including appropriate TS providers and practitioners – assesses the impact of implementation against the

commitments in the LSC's Equality and Diversity Strategy, and that judgements about QTLS effectiveness include the Strategy's success criteria.

14. LLUK is encouraged to examine common and complementary findings from its research projects focusing on QTLS implementation, and to consider how these might be used for maximum cross-sectoral benefit.

CHAPTER ONE

1.0 Introduction

- 1.1 The Learning and Skills Council (LSC) National Office commissioned NIACE to identify the possible impact of the new qualification and CPD requirements for teachers, trainers and tutors in the learning and skills sector (referred to here as the 'QTLS reforms') on Third Sector (TS) providers and practitioners.
- 1.2 This reflects a growing debate within TS provider networks and forums about the sector's engagement with the QTLS reforms, and an associated interest within the LSC in whether, as a consequence of implementation, TS organisations might be deterred from contracting to deliver learning. The LSC also sought an indication of the possible costs of compliance for TS organisations, and how these providers might be supported most effectively.
- 1.3 Third Sector organisations in scope included those delivering LSC-funded programmes under direct contract to the LSC and those in partnership arrangements with lead providers, such as colleges, local authorities, and TS consortia, along with some prospective TS providers.
- 1.4 The project addressed four key areas. These were.
 - current teacher qualification levels amongst TS organisations;
 - the TS teacher role, its distinguishing features (if any) and how these intersect with the QTLS reforms;
 - the likely cost implications for TS providers of implementing the QTLS reforms, both in terms of meeting the new requirements and establishing/sustaining a supporting infrastructure; and
 - issues or barriers that could affect TS engagement with the reforms and any examples of practice to show how these could be addressed.
- 1.5 During the research, other issues and foci emerged that were also relevant to the overarching aim and therefore, with LSC agreement, these were included in the study.
- 1.6 The project team consisted of Cheryl Turner (NIACE Development Officer with lead responsibility for VCS issues), Mandy Thomas (Senior Project Officer, Community Learning Team), and Anthea Rose (Research Assistant, Community Learning Team).

2.0 Methodology

- 2.1 It was important for the research to produce wide-ranging and detailed information and to capture the views of diverse organisations in order to obtain robust evidence of practice, perspectives, issues and solutions. A variety of methods, both quantitative and qualitative, were deployed, and data was collected between December 2007 and March 2008.

- 2.2 The research questions and methodology were discussed and confirmed with LSC National Office staff and within the project team.

Stakeholder liaison

- 2.3 It was recognised from the outset that other stakeholders had an interest in the project outcomes. Liaison with these organisations was a key element of the research and analysis.
- 2.4 Key stakeholders were:
- LSC National Office staff with responsibility for engagement with the QTLS reforms, and for LSC work with the TS;
 - Lifelong Learning UK (LLUK), the Sector Skills Council for the Learning and Skills or Lifelong Learning Sector in England;
 - Institute for Learning (IfL), the professional body for teachers, trainers and student teachers in the Learning and Skills Sector;
 - Department for Innovation, Universities and Skills (DIUS), the Government department with overall responsibility for the implementation of the reforms;
 - UK Workforce Hub (UK WFH), the ‘hub of expertise’ funded by the Government’s ChangeUp programme that offers guidance and advice to TS organisations around staff (and volunteer) retention, training and development; and
 - Centres for Excellence in Teacher Training (CETTs), the collaborative arrangements of providers and other key stakeholders with a prime focus on improving the quality of Initial Teacher Training (ITT) and professional development in support of the Government’s reform agenda.
- 2.5 Progress was reviewed regularly with the LSC through telephone contact, written reports and a meeting in January. LSC, LLUK, DIUS and NIACE met in late February to discuss interim findings, and these were also presented by the project manager and executive at the March meeting of the FE Workforce Stakeholder Group. This included DIUS, LLUK and IfL. The project manager contributed to a meeting arranged by LLUK to share findings from various pieces of complementary research commissioned by LLUK.
- 2.6 NIACE arranged and facilitated a full stakeholder seminar in early April to present the project findings and potential recommendations for discussion. Participants were drawn from DIUS, LLUK, LSC (National Office leads for both TS issues and the QTLS reforms), IfL, UK WFH, West Midlands Centre for Excellence in Teacher Training (WMCETT), Rathbone (national TS organisation extensively involved in learning and skills delivery), and VC Train (well-established TS sub-regional, learning and skills consortium).

Desk research

- 2.7 Sources for the desk research (see Appendix 1) included national strategic documents, research reports, training materials, TS specific guidance, and planning documents. Analysis of this material helped to frame some of the research questions and provide context for the findings.

Survey

2.8 An on-line survey was prepared by NIACE, approved by LSC National Office, and distributed by NIACE (see Appendix 2). Distribution was targeted at LSC-funded TS learning and skills providers. The definition of TS used for the research was taken from HM Treasury and LSC National Office.

Accordingly, TS organisations:

- are non-governmental;
- are ‘value driven’ (primarily motivated by the desire to further social, environmental or cultural objectives rather than to make a profit *per se*); and
- principally reinvest their surpluses to further social, environmental or cultural objectives³.

2.9 Although this definition involves some subjectivity, it can be taken to include voluntary and community organisations, charities, and social enterprises. LSC National Office recently undertook a substantial review of possible TS categories in its Provider Information Management System (PIMS) and refined these in order to produce a more reliable and consistent data set for reporting TS engagement. TS contract holders recorded on PIMS were part of the sample for this research (188 TS organisations).

2.10 However, not all LSC-funded TS providers can be reached through PIMS data. Whilst the system captures TS involvement in FE, work-based learning (WBL) and Adult and Community Learning (ACL), together with enrolment data on European Social Fund (ESF), it does not hold information on discretionary funding (LIDF) or Neighbourhood Learning in Deprived Communities (NLDC) contracts. Nor does it offer information about franchising or sub-contracting.

2.11 As a consequence, local authority adult learning services were approached⁴ for details of their TS partners and sub-contracted providers. A list of successful applicants to the ESF Pre Qualification Questionnaire (PQQ) and Invitation to Tender (ITT) stages of the LSC e-tendering process was compiled through the LSC website, and information about new TS providers with recently secured tenders (late 2007) was supplied separately by the LSC. Finally, the questionnaire was also sent to some local authority adult learning services, and all TS learning and skills consortia⁵, for onward distribution.

2.12 Overall, the questionnaire was emailed to approximately 500 TS organisations. The sample included directly-contracted and sub-contracted LSC-funded TS providers, along with TS bodies that had demonstrated a serious intention to secure LSC funding (though PQQ and ITT applications) but which were not necessarily existing

³ HM Treasury (2005), *Exploring the Role of the Third Sector in Public Service, Delivery and Reform*, HM Treasury

⁴ Local authority adult learning services were contacted through the national Local Authority Adult Learning Network (LEAFEA).

⁵ TS sub-regional learning and skills consortia were contacted through Consortia+, their national network.

providers. It covered all nine English regions, urban and rural contexts, and organisations of diverse size, reach and type.

- 2.13 Third Sector providers that were neither funded by the LSC nor seeking funding from the LSC, were not approached. This might include organisations delivering training funded entirely through other sources such as Charitable Trusts and Foundations, the Big Lottery, regeneration funds, and Primary Care Trusts (PCTs). The reason for their exclusion was that, currently, only LSC-funded programmes are affected by the reforms. However, given the complex funding base of so much TS activity, it is likely that organisations within the sample were also accessing these additional resources.

Focus groups

- 2.14 Three focus groups were conducted during February 2008 in London, Sheffield and Birmingham. The overall profile of the twenty-two participants included: five national organisations, one local branch of a national organisation, one ChangeUp Hub, four TS learning and skills consortia, eight local organisations (including one from black and minority ethnic (BME) communities), and one national rural education organisation. These were supplemented by a workshop and small focus group in Liverpool incorporated into a conference arranged by a local learning and skills consortium. The workshop included small TS providers, many of whom also completed a short questionnaire, (see Appendix 3).
- 2.15 The aim of the focus groups was to strengthen the qualitative information, explore some of the survey responses, and identify commonalities and differences across participants' perspectives.

Interviews

- 2.16 Interviewees were drawn from TS organisations and key stakeholders with significant roles in TS engagement with the reforms. Six were conducted by telephone and one face-to-face. All used a semi-structured schedule (see Appendix 3). Interviewees were:
- Director and Priority Area Co-ordinator of a regional CETT (face-to-face);
 - two Directors of TS learning and skills consortia;
 - two Staff Development/Quality Managers for local authority learning services;
 - Teacher Training Co-ordinator for a national TS training provider; and
 - Skills Strategy Manager for a regional voluntary and community sector forum.

All the CETTS were contacted for information about their work with the TS and the results were the basis for selecting two of the interviewees.

Case Studies

- 2.17 Three of the organisations providing interviewees were selected for case study visits on the basis of their current practice. The aim was to compile a more detailed

picture of potentially transferable practice. A fourth case study was elicited from WMCETT following discussions at the full stakeholder meeting in early April.

2.18 Visits were undertaken to:

- *WEA East Midlands* – observation of Preparing to Teach in the Lifelong Learning Sector (PTLLS) training session, interviews with learners and tutor (followed by a supplementary interview with the local Tutor Organiser);
- *Derbyshire Learning and Development Consortium (DLDC)* – observation of CPD activity, interviews with participants and tutors; and
- *Gloucestershire County Council Adult Learning Service* – visit to Stroud Valley Project (sub-contracted TS provider) and interviews with project manager and Adult Learning Service staff responsible for implementing the reforms and supporting TS partners.

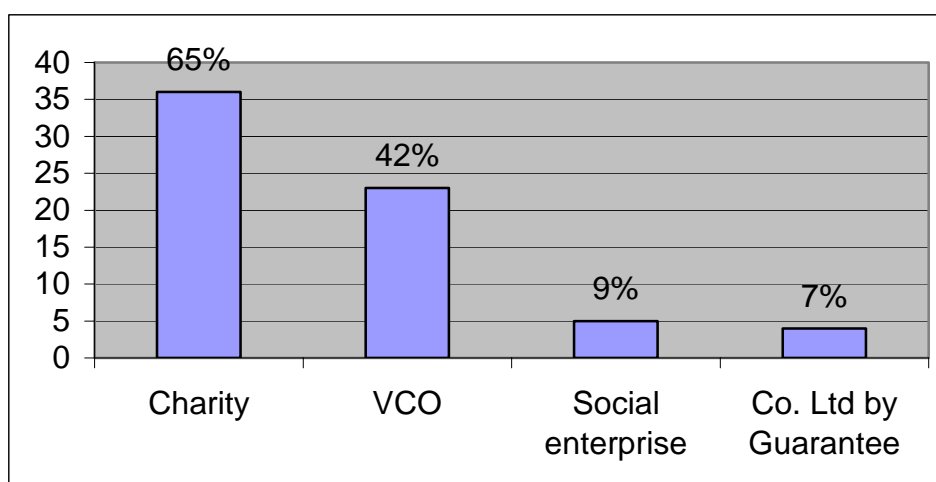
The four case studies are presented in Chapter Five.

3.0 Responses

3.1 In addition to the views of 22 focus group participants, 41 people involved in the two Liverpool workshops, seven interviewees, and the learners, tutors and programme organisers and managers consulted during the case study visits, evidence was also obtained from 55 survey respondents.

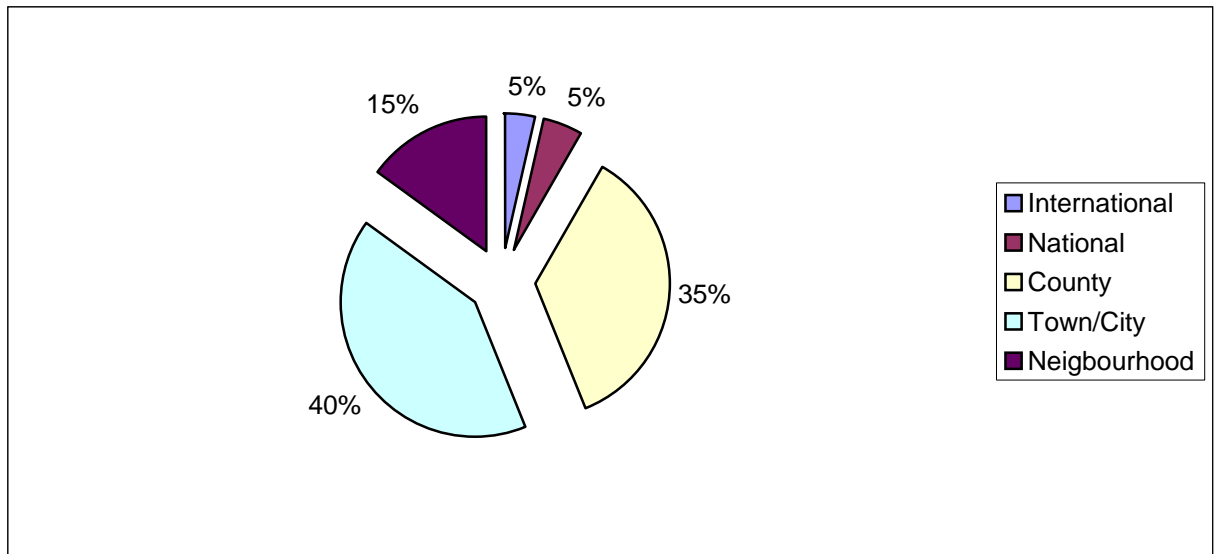
3.2 The respondent profile was diverse. Sixty five per cent were charities, 42 per cent were voluntary and community organisations (VCOs), 9 per cent were social enterprises and co-operatives, 7 per cent were limited companies; 33 per cent reported covering more than one category (see Figure 1).

Figure 1: Third Sector respondents: organisational type



3.3 Forty per cent operated at town/city level, 35 per cent at county level, 15 per cent at local neighbourhood and community level, and 5 per cent at both national and international levels (see Figure 2).

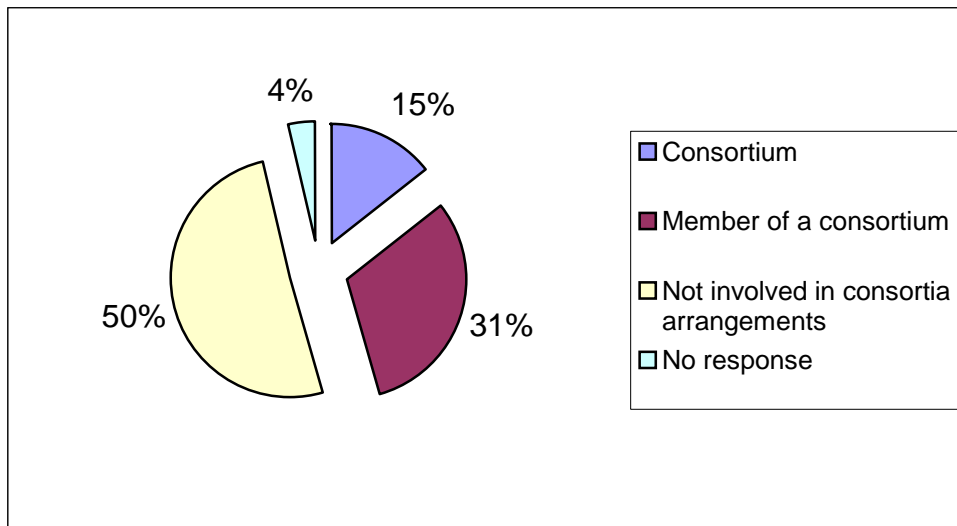
Figure 2: Third Sector respondents: level of operation



NB. Some organisations operated at more than one level.

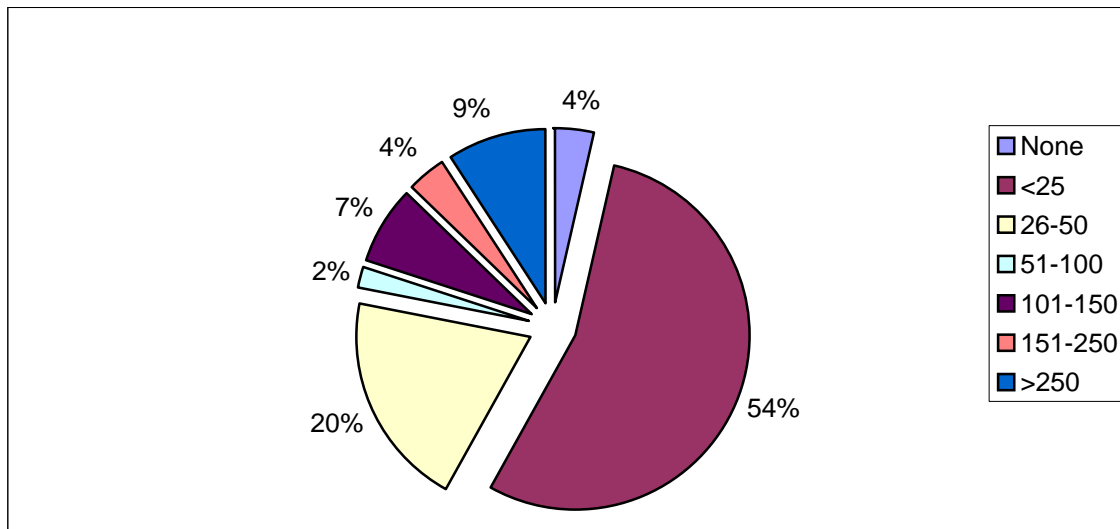
3.4 Forty six per cent of respondents were involved in consortia arrangements (15 per cent were consortia, 31 per cent were members), and 50 per cent were not (see Figure 3).

Figure 3: Third Sector respondents: involvement in consortia



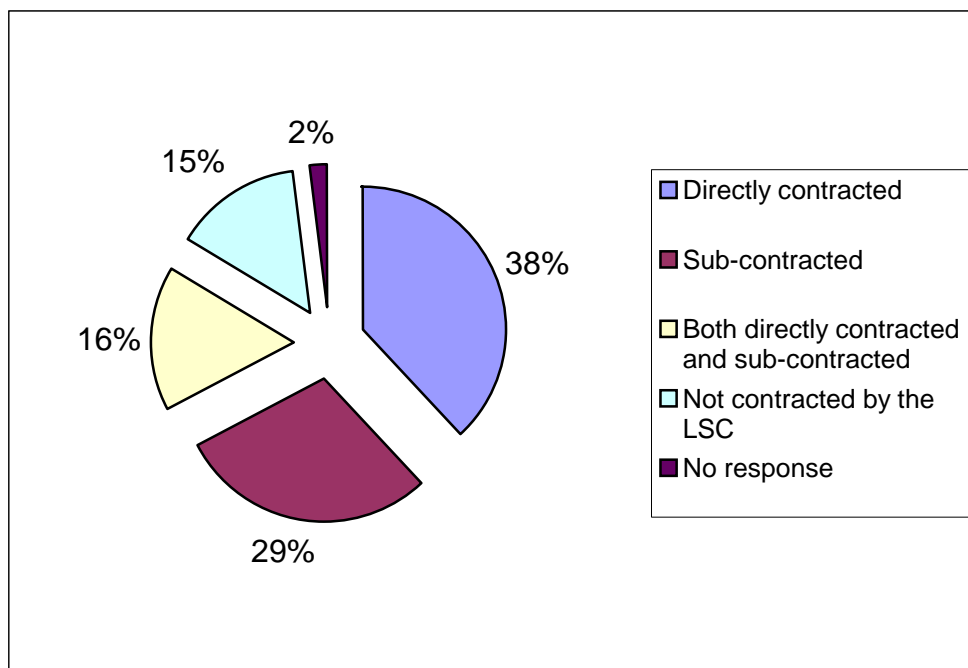
3.5 Fifty four per cent of respondents had fewer than 25 employees, 20 per cent employed 26-50 people, and nine per cent had 250 or more employers (see Figure 4).

Figure 4: Third Sector respondents: staff numbers



3.6 Thirty eight per cent contracted directly with the LSC, 29 per cent were sub-contracted, 16 per cent were involved in both arrangements, and 15 per cent had not yet contracted with the LSC (see Figure 5).

Figure 5: Third Sector respondents: contracting arrangements



3.7 In summary, most respondents were small organisations with local reach (mostly operating at neighbourhood, town, or city level), and described themselves as either a charity or voluntary and community organisation. The sample also included five organisations with 250 or more employees and international coverage. Nearly half the respondents were involved in consortia. The majority were in receipt of LSC

funding through either direct contracts or sub-contracting arrangements. However, a sizeable minority were not. Both constituencies were important to the research.

CHAPTER TWO

Context

4.0 The reforms

- 4.1 *Success for All* (2002) outlined the Government's far-reaching reform agenda for the Learning and Skills Sector. Fundamental to its implementation were the proposals for teacher training and development outlined in *Equipping our Teachers for the Future* (2004), and targets to deliver a qualified workforce by 2010 in the White Paper *Further Education: Raising Skills, Improving Life Chances* (2006)⁶.
- 4.2 These instigated a series of substantial changes to the qualification and CPD requirements for learning and skills practitioners, defined through two pieces of Regulation:
- *Strand One* – revised teaching qualifications for new teachers, including the introduction of a new 'licensed practitioner' status, and differentiation between 'Full' and 'Associate' Teachers; and
 - *Strand Two* – remaining in good standing as a teaching professional, including mandatory continuing professional development (CPD) for all teachers.
- 4.3 LLUK was responsible for defining the two teaching roles (for Full and Associate Teachers) and setting the standard for the new qualifications: PTLLS, Certificate in Teaching in the Lifelong Learning Sector (CTLTS), and Diploma in Teaching in the Lifelong Learning Sector (DTLLS). Its subsidiary, Standards Verification UK (SVUK), is responsible for approving Initial Teacher Training (ITT) courses and mapping existing (or 'legacy') qualifications against the new qualifications. Registration of teachers, oversight of CPD, and the maintenance of professional standards are undertaken by IfL.
- 4.4 The regulations were effective from 1st September 2007. Since then, staff in FE colleges, sixth form colleges and independent specialist colleges have been obliged to comply. Non-college providers (including those from the TS), receiving LSC funding have a contractual obligation to comply. This also includes those funded through franchise and sub-contract arrangements.

In summary this means that:

⁶ Department for Education and Skills (2002) *Success for All: Reforming Further Education and Training – Our Vision for the Future*, DfES; Department for Education and Skills (2004), *Equipping our Teachers for the Future: Reforming Initial Teacher Training for the Learning and Skills Sector*, DfES; Department for Innovation, Universities and Skills (2006), *Further Education: Raising Skills, Improving Life Chances*, DIUS

“By 2010, every teacher⁷ will be qualified or working towards an SVUK endorsed qualification.....[on LSC-funded programmes]...This means that from now all staff employed as teachers in the FE sector must be professionally registered and all new staff must also be licensed to practice by the Institute for Learning (IfL). To be licensed, all teachers must be trained to a standard that allows them to achieve either Qualified Teacher Learning and Skills (QTLS) status or Associate Teacher Learning and Skills (ATLS), depending on their role. All full time teachers (new and existing) should undertake at least 30 hours CPD per year and keep a record reflecting on the CPD activities they have undertaken to maintain their status with the IfL. Those in part time employment will undertake CPD on a sliding scale, with a minimum of 6 hours a year”⁸.

4.5 As a consequence, LSC-funded TS providers will need to:

- ensure all their new teachers either gain an appropriate (see below) SVUK endorsed qualification, or hold an equivalent, and are licensed to practice;
- encourage and support their existing teachers to qualify or have any existing qualifications and/or experience confirmed or recognised;
- encourage and support their teachers to join the IfL (responsibility for registration lies with the individual) ; and
- encourage and support all their teachers to keep a record and reflective account of their CPD, and make this available on request.

4.6 Delivering these will entail timely assessments, interventions and, above all, planning. For example, TS providers:

- employing new (starting after 1st September 2007) or unqualified teachers will need to understand the requirements sufficiently well to determine, in relation to staff roles, which of the two options for qualification and status – QTLS or ATLS⁹ – will be the more appropriate and ensure this is achieved in the

⁷ For the purposes of applying the reforms, the term ‘teacher’ means “*anyone who is responsible for planning and carrying out teaching or learning activities with a learner or learners irrespective of the amount of hours they do. Learning delivery or teaching means: training or instructing; tutoring; coaching....teaching key skills or functional skills; planning and running inductions; delivering underpinning knowledge*”. From Lifelong Learning UK (2008), *Guidance for Work Based Learning Providers. Reforms to the Training and Qualifications of Teachers, Tutors, Trainers and Instructors*, LLUK, p.3.

⁸ Ibid, p.2

⁹ Definitions of the two teaching roles, and the associated status for each one, are as follows: A ‘Full Teacher’ is someone who “*carries out the full range of teaching responsibilities (whether on a full-time, part-time, fractional, fixed term, temporary or agency basis). The teacher in the full role is the person responsible for designing the learning and assessment. This means s/he will set the learning outcomes and design a scheme of work with lesson plans, or design individual learning programmes and sessions – including delivering learning opportunities to ensure that learning targets are met. The full teacher needs to demonstrate an extensive range of knowledge, understanding and application of curriculum development, curriculum innovation or curriculum delivery strategies*”. Teachers delivering this role, and who started teaching in the FE sector after September 07, must gain QTLS status. An ‘Associate Teacher’ undertakes the same activities in relation to the teaching cycle (from initial assessment to evaluation) but “*does not need to demonstrate an extensive range of knowledge, understanding and application of curriculum development, curriculum innovation or curriculum delivery strategies and may be delivering learning that has been designed by someone else in the full teaching role*”. Teachers delivering this role,

specified time (for a full teaching role new teachers have five years from appointment to achieve DTLLS, or equivalent, complete professional formation and gain QTLS; for an associate teaching role, new teachers also have five years from appointment to achieve CTLLS, or equivalent, complete professional formation, and gain ATLS status); all new teachers must undertake and achieve PTLLS within one year of their initial employment;

- employing new teachers to deliver literacy, numeracy or English for Speakers of Other Languages (ESOL) will need to ensure they acquire DTLLS, or equivalent, and subject specific qualifications leading to QTLS status (the only professional status available for these specialist areas);
- will need to engage in work-place assessments and evaluation in order for their staff to achieve professional formation and, in turn, licensed practitioner status confirmed by IfL;
- should consider their approach towards staff employed before September 2007 – who are exempted from the requirement to achieve the new qualifications and licensed practitioner status (IfL registration and CPD requirements still apply) but might be encouraged/expected to do so by staff development policies designed to promote best practice and support organisational benchmarking against other providers; this would mean undertaking initial assessments for all staff members;
- will need to understand the equivalence of their staff members' existing qualifications (such as Certificate in Further Education Teaching or City and Guilds 7407) against CTLLS and DTLLS and also in relation to the requirements of their teaching role (staff holding 'legacy' qualifications may be able to move to professional formation and then to licensed practitioner status); this will entail using the SVUK Tariff and tracking relevant additions as coverage extends during 2008; and
- will need to consider how existing experienced but unqualified (or partly qualified) staff can either undertake one of the new qualifications or use their experience to gain professional recognition to achieve professional standing; this will entail awareness of the General Professional Recognition Learning and Skills Scheme (GPRLS) and the anticipated new route for experienced teachers of long standing¹⁰.

5.0 Third Sector organisations as learning providers

- 5.1 Third Sector organisations engage in learning delivery in diverse and complex ways, from substantial national bodies with a primary focus on learning and training, to small, local community organisations for whom learning is embedded in other activities or an occasional intervention in order to achieve other purposes.

and who started teaching in the FE sector after September 07, must gain ATLS status. From *Ibid* p.3

¹⁰ The new GPRLS accelerated route will sit alongside existing pathways for Skills for Life practitioners and those from all other areas of learning.

- 5.2 Learning delivery in TS organisations helps to achieve many different objectives: enhanced service provision to clients and service users; improved responsiveness to local, regional, national and global agendas; organisational and staff development; and income generation for financial sustainability and to fund reinvestment in socially purposeful activity.
- 5.3 Third Sector providers contribute across the breadth of the Government’s skills policy. However, their particular capability is usually identified as work with more excluded and marginalised learners.

“Third Sector organisations have an important role to play across all the business of the Department for Education and Skills (DfES)...They develop services which are innovative and engage users especially those who may find it difficult to articulate their needs or who may be harder to reach via mainstream provision. Local community groups – in schools, colleges, universities and neighbourhoods, can make a real difference to everyday lives, helping people to help themselves and other through volunteering and mentoring”¹¹.

- 5.4 This niche contribution has been a continuing feature of the LSC’s work with the Third Sector since its inception in 2001. It was key to the three main roles identified for collaboration (TS as providers, employers and sources of expertise), in *Working Together* (2004), the LSC’s national strategy for work with the sector¹², and was reiterated recently by Chris Banks, Chairman of the LSC, who explained:

“The Third Sector has a vital role to play in reaching out to the hardest to help in our society, providing opportunities to learn and train that wouldn’t otherwise exist. That is why the LSC is dedicated to improving its working relationship with its Third Sector partners..”¹³.

- 5.5 This high-level commitment by the LSC to a strong partnership with the sector has been reinforced by a range of national, regional and sub-regional TS capacity-building and strategic initiatives, (such as widespread LSC investment in learning and skills consortia and regional skills fora and networks), and significant internal LSC activity to embed TS engagement more fully into the LSC business cycle and business systems and processes. For example, the LSC has viewed the introduction of Open and Competitive Tendering (OCT) as a means of ensuring greater equity for TS bidders. It recently announced OCT contract awards worth £7.6 million to 43 TS providers, 16 of which were new to the LSC. These indications of organisational commitment are conducive to TS providers seeing longer-term value in the staff development measures needed for LSC contract compliance, including the QTLS reforms.

¹¹ Department for Education and Skills (June 2007), *Third Sector Strategy and Action Plan*, DfES, p.2

¹² Learning and Skills Council (2004), *Working Together. A strategy for the Voluntary and Community Sector and the Learning and Skills Council*, LSC

¹³ Learning and Skills Council (17 January 2008), ‘LSC Marks Progress In Improving its Outreach to the Third Sector’, News Release 295, LSC.

- 5.6 On the other hand, the LSC funding and commissioning environment has altered significantly over the last two years. Evidence from this research (reflecting the findings of other studies), suggests the sheer volume of new arrangements to be understood and accommodated - coupled with the nature of some of the changes themselves – is problematic and a potential deterrent for some TS organisations. The changes include the shift from a culture of grant funding to contracts secured through OCT (in contrast to the LSC, this is seen by some TS providers as closing down opportunities due to the scale and design of tender specifications), an ongoing reduction in discretionary funding, the refocusing of some key TS sources (for example, ESF and NLDC) on the skills agenda, the implications of ‘demand-led’ funding models for risk apportionment and TS resource constraints, the tightness of the planning and procurement timetable (including the period between PQQ and ITT, and award of contract to contract commencement); and (despite refinements made in direct response to TS concerns), continuing difficulties with BRAVO, the e-tendering process.
- 5.7 This complex environment reinforces the need to ensure compliance with the QTLS reforms does not become an additional deterrent to TS involvement. Achieving greater clarity about the issues, and determining appropriate responses by the LSC and other stakeholders, would be particularly timely at this stage. This is partly to ensure appropriate adjustments and support arrangements are effected as soon as possible. It is also necessary in order to establish a legacy of understanding and practice that can transfer to the LSC’s successor organisations created by the Machinery of Government changes. This will help to minimise the risk that progress in LSC/TS work is lost in the transition.
- 5.8 It is not possible to calculate accurately the number of LSC-funded TS providers likely to be affected by the QTLS requirements as the LSC’s management information systems do not record sub-contracted or franchised arrangements with TS providers. As a minimum indication, however, the refined PIMS database records 543 directly contracted TS providers for 2006. Ninety-one had some form of mainstream funding (plus possibly ESF) and 452 had ESF only. PIMS does not register TS providers contracted to deliver LIDF or NLDC programmes.
- 5.9 The wider group of potential LSC-funded TS providers is neither homogenous nor quantifiable. As was noted earlier, TS learning and skills delivery covers a spectrum from minimal and occasional activity, to a central and defining organisational focus. It is likely that more prospective new providers will be drawn from the latter end of the spectrum than the former.
- 5.10 Successful completion of the LSC PQQ is an indication of both interest (if not intention) and capability. Over the last four tendering rounds, approximately 3,500 PQQs have been submitted by TS organisations, 2,600 of which were successful. However, it should be noted that these figures relate to submissions, not organisations. Individual applicants may have gone through the process more than once. The findings of the latest membership survey of the National Association for Voluntary and Community Action (NAVCA) offers further evidence of non LSC-

funded provision¹⁴. From its membership of Local Infrastructure Organisations (LIOs), 79 per cent deliver training and skills development services; 40 per cent have at least one person dedicated to training/learning and development work; 60 per cent are part of local TS learning and skills consortia; and 62 per cent are significantly involved in learning and skills policy work.

- 5.11 Most of these organisations are currently outside the scope of the QTLS requirements. Only 13 per cent receive LSC funding which indicates a substantial volume of delivery supported through other sources (Big Lottery, Capacitybuilders, PCTs and Charitable Trusts)¹⁵. However, they could still be affected. For example, they might wish to ‘future proof’ their training and learning delivery against the possibility that more publicly-funded learning comes within scope or that LSC standards become a *de facto* benchmark across the rest of the TS and amongst other funders. NAVCA has proposed, as a pragmatic response, that LIOs assess the importance of training and learning delivery to their core services and whether meeting LSC contract requirements should feature in their long-term planning. It has also suggested LIOs invest in the support needed for their staff to become IfL members and Licensed Practitioners as a way of valuing and promoting the quality of their delivery, regardless of any interest in the LSC.

6.0 Third Sector organisations as employers

- 6.1 Any TS investment in the staff development needed for LSC contract compliance, including meeting QTLS requirements, occurs within the wider business and policy environment for TS employers. Factors affecting the overall financial stability, character and position of TS organisations and their staff have a bearing on their capacity to respond to the QTLS reforms, and their assessment of the cost effectiveness of doing so.
- 6.2 The following summary identifies characteristics of the voluntary sector workforce¹⁶ that are most relevant to the scope of this research and its findings.
- The voluntary sector workforce increased by 26 per cent between 1996 and 2005, when it reached 611,000 employees. This is a higher growth rate than either the private or public sector.

“There appears to be no sign of this expansion slowing down, particularly in the light of the sector’s expanding role in public service delivery”¹⁷.

¹⁴ NAVCA is the national umbrella organisation for local Third Sector infrastructure in England. Its members are local Councils for Voluntary Service (CVS), also known as Local Infrastructure Organisations (LIOs).

¹⁵ Source: Shaun Masterman (February/March 2008), ‘New qualification requirements for teachers, trainers and tutors in the learning and skills sector’; Briefing 401.13, NAVCA

¹⁶ The term ‘voluntary sector workforce’ is used here because it is the terminology of the main data sources for this section. These define it as including people who work for a charity, voluntary organisation or trust, excluding private firms, businesses and limited companies, and government-funded bodies and agencies. They agree the figures are likely to be under estimates. The main sources are: Clark, Jenny (2007), *The UK Voluntary Sector Workforce Almanac* (2007), Workforce Hub and NCVO; and Clark, Jenny (2007), *Voluntary Sector Skills Survey 2007*, England, Workforce Hub and Skills for Health

- Alongside a significant increase in paid staff, the voluntary sector benefits from large numbers of unpaid workers, or volunteers – the defining characteristic of the voluntary sector. The majority of voluntary organisations continue to rely solely on volunteers. It is estimated that 11.6 million people volunteer formally at least once a month in England¹⁸.
- The workforce is increasingly professionalised, with 43 per cent employed in ‘associate professional and technical’ and ‘managerial and senior official’ occupations. It is also highly qualified. Sixty seven per cent have a Level 3 qualification (‘A’ Level) or beyond, of which 33 per cent are qualified at degree level (an increase of 43 per cent between 1996 and 2005). This has implications for TS workers’ potential eligibility for government-funded training (including for QTLS qualifications) through Train to Gain (see Recommendation 4).
- Thirty nine per cent of voluntary sector employees work part time (higher than either the public or private sectors). This has implications for human resource management, information and knowledge management systems, the design of staff training and development, and organisational and individual practitioner development (see Recommendation xx). It is worth noting the marked reduction in 2006 – 07 in part-time employees across all occupational sectors who received training, a fall from 55 per cent to 47 per cent.
- Sixty nine per cent of the voluntary sector workforce is female (slightly higher than the public sector and significantly higher than the private sector). This will impact on staff availability for training, for example, it is statistically more likely (compared to male employees) they will also have dependant care responsibilities (see Recommendation 5).
- Thirty two per cent of voluntary sector workers are employed in workplaces with less than ten employees (significantly more than the private sector and four times as many as the public sector). Fifty four per cent are in workplaces of fewer than 25 people (again, much higher than either the private or public sectors) and only three per cent have jobs in workplaces with more than 500 employees (compared with 31 per cent in the public sector and 13 per cent in the private sector). This affects the cost effectiveness of staff training and development programmes and means that other strategies (for example, collaboration and partnership) have to be considered in order to achieve economies of scale. Small workplaces also have less capacity for peer support (reflected in the research findings on current CPD amongst TS providers). They are less likely to have central service departments, such as human resources (HR). Research suggests that over two thirds of small and medium sized voluntary organisations do not have dedicated HR specialists¹⁹. This makes the task of assessing and meeting both individual and organisational staff development needs far more challenging, particularly in a rapidly changing and complex professional environment, such as the FE sector.

¹⁷ Clark, Jenny (2007), *Almanac*, p.1

¹⁸ Citizenship Survey (2005), as quoted in Clark, Jenny (2007), *Almanac*, p.8

¹⁹ As cited in Clark, Jenny (2007), *Almanac*, p.24

- A higher proportion of voluntary sector employees are on temporary contracts compared to the private and public sectors (both of which have experienced year-on-year decreases since 1999). Whilst such contracts are a feature of the employment patterns of many teachers across the FE sector, their overall prevalence across the TS sector can impact on organisational culture, affecting staff turnover, organisational capacity to achieve objectives, and the effectiveness of staff training and development programmes.
- The prevalence of temporary contracts reflects a widespread dependency amongst TS employers on short-term funding. In turn, this creates more unpredictable and unstable financial patterns.

“The UK Voluntary Sector Almanac 2007 recognised a high volatility within the sector (Reichardt et al, 2007). It identified that more than 10% of voluntary sector organisations had experienced a large rise or fall in their income over the previous year. Such changes have a massive impact on the sector and make medium and long-term financial and workforce planning difficult. They are also a key barrier to better use of financial resources”²⁰.

- 6.3 This is borne out by the findings of other research. The National Council of Voluntary Child Care Organisations (NCVCCO) surveyed over 100 small voluntary and community organisation as part of a project to support their engagement with the Every Child Matters agenda. Ten per cent were closing or under serious threat of closure. According to one respondent:

“There is some confusion and some groups seem more up to speed than others. There is a huge change in culture. Lots more focus on evidence and outcomes. Money is very scarce. There is no stability with jobs and funding”²¹.

- 6.4 The trigger for the NCVCCO project was widespread concern within the TS about the difficulties smaller organisations were facing in relation to OCT, changing planning and strategic structures, and new performance standards, and the damaging impact on services if these providers disappeared. In terms of TS capacity for core staff development, tellingly, only 38 per cent reported attending safeguarding training. As an analogy for TS providers and compliance with QTLS, it would suggest that targeted support arrangements might be needed if the LSC wishes to ensure a diverse provider base, including small TS providers with reach into more excluded communities (see Recommendation 9).
- 6.5 Lack of funding for training and development is identified by a majority of voluntary sector employers (57 per cent) as a main cause for the skills gaps amongst their staff. Forty seven per cent also attribute it to lack of time. Micro and small organisations are much more likely to report lack of time for staff to attend or complete training.

²⁰ Clark, Jenny (2007), *Almanac*, p.15

²¹ As quoted in Thompson, Jordan (April/May 2008), ‘Under the Radar’, NAVCA Briefing 402.9, NAVCA

“Future skills 2003 also identified that whilst there is a strong commitment to training and development, skills gaps were still occurring in the sector (Wilding et al, 2003). These were again due to inability of organisations to pay for or release staff for training and development”²²

- 6.6 TS employers covered by LLUK are amongst those who most frequently report lack of funding and time for training as reasons for their skills gaps – sixty one per cent reported funding as a particular issue. Estimates suggest that lack of funding for training affects 17 per cent of the workforce, and lack of time affects 14 per cent²³.
- 6.7 Thirty three per cent of voluntary sector employers reporting skills gaps identified a lack of suitable internal training available, and 29 per cent a lack of external training. Furthermore, many of the opportunities appear to be London based, highlighting another potential difficulty for TS organisations in other regions. Just over 30 per cent of voluntary sector employers within LLUK reported a lack of suitable training available internally.
- 6.8 There is a clear acknowledgement amongst voluntary sector employers of the importance of training. Just under 75 per cent formally assess individual skills gaps and/or have a training and development policy. Fifty per cent hold a formal annual training plan. Although funding and time constraints affect the implementation of these strategic objectives, approximately 75 per cent of voluntary sector employers within LLUK provide training and development as a response to staff skills gaps, and 50 per cent report reorganising work loads and/or people as a response.

²² Clark, Jenny (2007), *Skills Survey*, p.40

²³ As cited in Clark, Jenny (2007), *Skills Survey*, p.37-38

CHAPTER THREE

Research findings: Key features of providers and delivery

7.0 Current involvement in teaching and learning

7.1 Teaching and learning²⁴ is part of a wider mixture of organisational activity for most TS providers. The spectrum of engagement amongst survey respondents ranged from one organisation that recorded no teaching and learning (although it was delivering training the trainers), to nine that described it as 100 per cent of their work (with one exception, these were small providers, delivering locally).

7.2 For most TS providers, teaching and learning accounts for a relatively small amount of their overall activity (which does not necessarily equate to significance). Sixty six per cent of respondents recorded less than 25 per cent, and 20 per cent was most common. Focus group assessments were similar. Participants described teaching and learning as a small and variable proportion of the work of their organisations.

7.3 Survey and focus group data suggests the TS teaching and learning context is characterised by a huge diversity of other areas of work, for example: social enterprise development, social care, welfare advice, benefits and employment issues, beauty therapy, plastering and construction, counselling, fundraising, community safety, environmental services, supported accommodation, and early years care.

7.4 Most TS provision appears to be directed towards particular learners, notably those who are more marginalised or ‘hard to reach’. Sixty six per cent of respondents targeted certain groups, most commonly (30 per cent) those with learning disabilities and mental health issues. Other key constituencies were unemployed people (20 per cent), lone parents, BME communities, and young people not in education, employment or training (NEETs) (all 18 per cent), and homeless people and refugees (around 14 per cent). Many worked with more than one group. For example, one respondent reported a focus on:

“individuals and communities who are disenfranchised from mainstream employment and training activities. For example, unemployed, economically inactive, BME groups, homeless, people with disabilities, ex-offenders, lone parents and 50+”.

7.5 The curriculum offer is diverse. A substantial majority (87 per cent) covered more than one subject area, 49 per cent of whom offered up to five, and 38 per cent between five and ten. The main areas were literacy and numeracy (61 per cent), ICT (58 per cent), administration (41 per cent), and community development, organisational skills (leadership and management and trustee training) and social care skills (40 per cent). This profile reflects some of the key skills gaps identified

²⁴ ‘Teaching and learning’ was defined in the survey questionnaire as meaning “any training activity you carry out for individuals or groups who are not part of your work force”. Staff development and training was explored through a separate set of questions.

by TS employers. Recent research highlights the continuing significance of both basic computer literacy/IT and particularly strategic use of IT, and leadership skills. Gaps in literacy and numeracy are also reported (to a lesser degree), and these are the only skills identified by TS employers as needing greater improvement amongst applicants than current staff²⁵. This reflects a wider concern, highlighted by the Leitch Review²⁶, that despite major Government investment in the Skills for Life Strategy, literacy and numeracy levels are still below employers' requirements.

- 7.6 Of the 34 respondents reporting literacy and numeracy provision, 35 per cent used tutors without Skills for Life qualifications. The QTLS reforms will affect these providers. New teachers will be required to have or acquire DTLLS, or its equivalent, and subject specific qualifications leading to QTLS status, and existing teachers will be encouraged to do so. It was beyond the scope of this research to investigate the reasons for the levels of delivery by unqualified staff (possibly more informal and embedded provision or insufficient access to suitable training) and the potential impact on this work of the QTLS reforms. This might be a suitable area for further enquiry, particularly in terms of enhancing the TS contribution to the Skills for Life agenda (see Recommendation 12).
- 7.7 TS providers access a wide range of funding to support delivery. Thirty five per cent of respondents used more than one source, and of the organisations that classified themselves as voluntary and community sector, 50 per cent relied on multiple funding streams. Key amongst these were WBL (30 per cent) and NLDC and FE funding (both 24 per cent) – despite the fact that a significant proportion (22 per cent) of respondents reported not using LSC streams. Other sources cited were ESF co-finance (16 per cent), Train to Gain, Offender Learning and Skills Service (OLASS) and Neighbourhood Renewal Funding.

8.0 Current staff

- 8.1 The vast majority (91 per cent of respondents) of TS providers have systems in place for collecting information about their staff. Seventy five per cent of respondents had systems covering at least 10 data categories. Over 70 per cent of respondents gathered data on gender, date of birth, highest qualification, teaching qualifications, ethnicity, disability, terms of employment, date appointed, employment position, annual pay and CPD. This is significant in terms of TS providers' capability to deal with the MIS implications of tracking qualifications and professional status, and any involvement in CPD.
- 8.2 The majority of TS providers are relatively small-scale (which accords with the wider TS profile). Sixty five per cent of respondents employed ten or less full-time teachers, and 45 per cent five or less; 68 per cent employed ten or less part-time teachers, and 39 per cent five or less. A more detailed picture emerges when these figures are disaggregated by contract type, distinguishing between permanent, fixed-term, casual, agency and self-employed teaching staff.

²⁵ Clark, Jenny (2007), *Skills Survey*, p.35

²⁶ HM Treasury (2006) *Leitch Review of Skills, Prosperity for all in the global economy - world class skills*, HM Treasury

- 8.3 The majority of respondents (sixty four per cent) employed permanent full-time teaching staff on a scale of two (five respondents) to 329 (one respondent). A significant number (53 per cent) had between five and 43 permanent full-time teaching staff. Fewer respondents (49 per cent) employed permanent part-time teaching staff. Numbers varied between one (five respondents) and 64 (one respondent). The majority (44 per cent) had between four and 18 permanent part-time teachers. Most respondents did not employ either fixed-term teaching staff (82 per cent for full-time; 78 per cent for part-time) or casual staff (95 per cent for full-time; 88 per cent for part-time). The vast majority did not use agency staff (98 per cent for full-time posts; 96 per cent for part-time posts), or self-employed teachers (93 per cent for full-time posts; 82 per cent for part-time posts).
- 8.4 The relatively low numbers of staff on fixed-term contracts (18 per cent full-time; 22 per cent part-time) might seem surprising against the relatively high level of employees on temporary contracts in the TS as a whole. There is also evidence of TS providers for whom casual and freelance staff are critical to their learning delivery. One respondent commented, “*We don’t have learning staff as such – we employ freelancers*”. Another employed 67 full-time work-based assessors on a casual basis. However, taken together, the research findings suggest TS providers tend to draw on their existing staff for delivery – full and part time – and generally do not ‘buy in’ expertise or capacity through fixed-term contracts, agencies or consultants. Viewed in the context of their relatively small staff numbers, this evidence highlights the issue for TS providers of capacity for training and CPD, reinforcing the significance of time and cost (‘back fill’, actual and opportunity costs) as potential barriers to engagement with the QTLS reforms (see Chapter 4, ‘Difficulties with Implementation’).
- 8.5 This is reinforced by another characteristic of TS teaching staff that emerges from the research. Ninety per cent of respondents reported staff performing other roles to support learning within their organisations, and 50 per cent attributed at least two other functions to them. The most common were mentoring, outreach and development work, and assessing. This may impact on staff perceptions of the value of teacher training and qualifications. For example, an outreach worker teaching just one or two sessions a week may take a different view to someone dividing his/her time equally between teaching and assessment. This occupational diversity reflects a wider TS employment pattern, particularly in smaller organisations where staff are multi-skilled in order to perform a variety of functions. According to the *Voluntary Sector Skills Survey 2007*:
- “This is a particularly worrying issue as it is likely that due to their size they will only have one or two employees within each of these functions and so the work cannot be covered by others within the organisation. This has huge implications for the organisation’s ability to function to the best of its ability, provide good employment practice and meet its objectives”²⁷.*
- 8.6 This suggests another aspect to the issue of ‘backfill’ for TS providers. Cost and time are issues but so, potentially, is the complexity of the skills-mix needed for

²⁷ Clark, Jenny (2007), *Skills Survey*, p.34

appropriate cover, and the greater impact on the organisation of individual absences because a wider range of activity is affected.

9.0 Current levels and types of qualifications

9.1 The majority of TS providers employ staff with teaching qualifications, many to level 4 and above, regardless of their size. Fifty seven per cent of respondents use teachers who hold two to four teaching qualifications and 28 per cent have staff with more. Most common were the Certificate in Education (55 per cent), Post Graduate Certificate in Education (53 per cent), and a Level 3 teaching qualification such as City and Guilds 7303 (see Table 1).

Table 1 Third Sector teaching staff: teaching qualification profile

Qualification	% of respondents
Bed/BA/BSc with concurrent qualified teacher status	20%
Certificate in Education	55%
Post Graduate Certificate in Education	53%
Level 4 FE Teaching Qualification – Stage 3	15%
Level 4 FE Teaching Qualification – Stage 2	18%
Level 4 FE Teaching Qualification – Stage 1	14%
Level 3 Teaching Qualification (e.g. City and Guilds 7303)	49%
Skills for Life Teacher/subject specialist, Level 4	29%

9.2 The profile for specific qualifications again suggests a relatively well-qualified workforce. Eighty one per cent of respondents report teaching staff with degree level (NVQ Level 4) qualifications in the areas they teach (see Table 2). Seventy one per cent employ staff with two or more qualifications.

Table 2 Third Sector teaching staff: subject specialist qualification profile

Highest qualification	% of respondents
Post graduate qualification/NVQ Level 5	45%
Degree level qualification/NVQ Level 4	81%
A Level/NVQ Level 3	71%
GCSE/NVQ Level 2	29%

9.3 Overall, it appears that TS providers, irrespective of size, are already delivering within a professionalised culture that recognises the value of appropriate standards and qualifications. This reflects the relatively high levels of qualified staff across the TS as a whole. On a practical level, it suggests that alongside the responsibility to ensure all new staff either hold or are working towards, PTLLS (Level 3/4), CTLLS (Level 3/4), or DTLLS (Level 5) – depending on their date of entry and anticipated teaching role – they must also deal with a significant volume of ‘legacy’ qualifications. This could involve them in supporting staff to get their existing

qualifications recognised and then through the process of professional formation towards Licensed Practitioner status.

- 9.4 Fifteen per cent of respondents gave no details of the teaching qualifications of their staff. The reason for this is unknown but could indicate that, in some cases at least, teaching staff were not formally qualified. Four of the 35 respondents to the question at the Liverpool workshop identified staff qualified by experience only.
- 9.5 This reflects comments by other focus group participants from non-TS lead contractors that had surveyed the qualification levels amongst their TS delivery partners. One found that approximately a third of the TS providers had no staff with formal qualifications, and a third had staff partly qualified at Levels 2 or 4 (see Case Study Four). The second reported that *“it was worse than they thought”*. In these circumstances, TS providers seeking LSC funding (either directly or through sub-contracts) will need to ensure their teachers either undertake one of the new qualifications or have their experience recognised through accreditation of prior experiential learning (APEL) via the proposed new accelerated third route within GPRLS (see Chapter Two). This also includes any TS providers employing staff who are partly qualified. For example, this would affect the 14 per cent of survey respondents with staff holding a Level 4 Certificate in Further Education Teaching Stage 1 and the 18 per cent with staff qualified at Stage 2. It would also include many of the 35 participants in the Liverpool workshop, only two of whom described all their staff as ‘fully qualified’.
- 9.6 In addition to appropriate qualifications, the qualitative data suggest that TS providers place a high premium on experience and in-depth knowledge of particular groups, that they value teachers with a wider awareness of, and sensitivity towards, learners’ needs, aspirations and context.

“Practical delivery of the work with long term NEET young people is not dependant on new sets of qualifications but very much on a rounded understanding of life long learning that encompasses emotional, physical, psychological needs that the young person has as their point of need”

“Staff need to be comfortable with the client group”

- 9.7 This may be reflected in the use of community contacts to recruit staff, and the employment of ‘home grown’ teachers by 33 per cent of the respondents. Several focus group participants also reported using previous learners who had progressed to teaching.

“We deal with people who aren’t comfortable with formal learning. In inspection, we are praised for ‘growing our own’”.

“We always try to grow our own as a commitment to social change”.

“We do the normal recruitment but we watch for potential assessors and trainers from our clients and try to home grow potential staff to the quality we expect. Once in employment the person gets an induction, good practice and cascade training and other ideas”.

9.8 Progression from learner to volunteer and then paid staff member with responsibilities for teaching and learning activities such as mentoring, coaching, outreach and training, is illustrated by the story of one focus group participant who was currently studying for PTLLS. She began attending a parent centre for support, became a parent volunteer and sessional worker, and then secured a full-time, short-term contract involving tutoring an OCN accredited course for other parents using received (but adapted) course materials. Significantly, she worked for a local authority not a TS provider. This highlights the cross-sectoral nature of some of the issues raised by this research. How to protect and incorporate ‘learner to teacher’ progression routes is also an issue for non-TS providers, and a matter for wider policy interest, for example in relation to community cohesion and social inclusion.

10.0 Third Sector teaching role: distinctive attributes

10.1 Many TS providers (75 per cent of respondents) perceive teachers in the sector as having distinctive roles and attributes. The research evidence suggests these are associated with the context and character of TS learning opportunities, the needs of learners, and the relationship between learner and teacher:

- The excluded communities and individuals many TS providers work with often require higher levels of support in their learning, or have particular needs. Meeting these is integral to the learning process, requiring teachers to have the skills and knowledge to respond appropriately. It also necessitates flexible provision and delivery (mentioned by 35 per cent of respondents, and alluded to during most of the focus groups and interviews).

“Teaching in the Third Sector needs to be more flexible and understanding in terms of the needs of the clients. A substantial element of the provision in the Third Sector is customised in order to support different clients with different needs. Sometimes the students we are teaching are/have been failed by mainstream provision. Subsequently, a lot more needs to be undertaken in terms of their ‘distance to travel’ in eventually getting them back into work, FE/HE and/or additional training”.

- The TS teacher/learner relationship is shaped by a more ‘holistic’ approach to learners. Not only does this entail different skills and knowledge from teachers, it can also place additional practical, ethical and emotional demands on them. Dealing with these has implications for TS practitioners and their employers.

“There is a place for trainers to occupy a distinct role when training is specific to an organisation, a role or a group of service users or when the trainer’s personal experience is more important than their overall skill as a trainer”.

- Much TS learning is informal and based in communities. Teachers in these settings need to be skilled at learner-led and interactive approaches that value and encourage participation. This includes curriculum design and delivery.

- Although TS providers are significantly engaged in delivering vocational and qualification-based programmes, TS teachers are perceived as being less tied to specific, pre-set curricula. This scope for creativity is viewed as a prerequisite for developing responsive and highly tailored programmes with a strong focus on building learner confidence, ‘softer’ skills, embedded skills development, and IAG.

10.2 These attributes of the TS teaching role underpin some of the concerns around possible constraints and standardisation of delivery following QTLS implementation raised by survey respondents, focus group participants and interviewees (see Chapter 4, ‘Difficulties with Implementation’).

CHAPTER FOUR

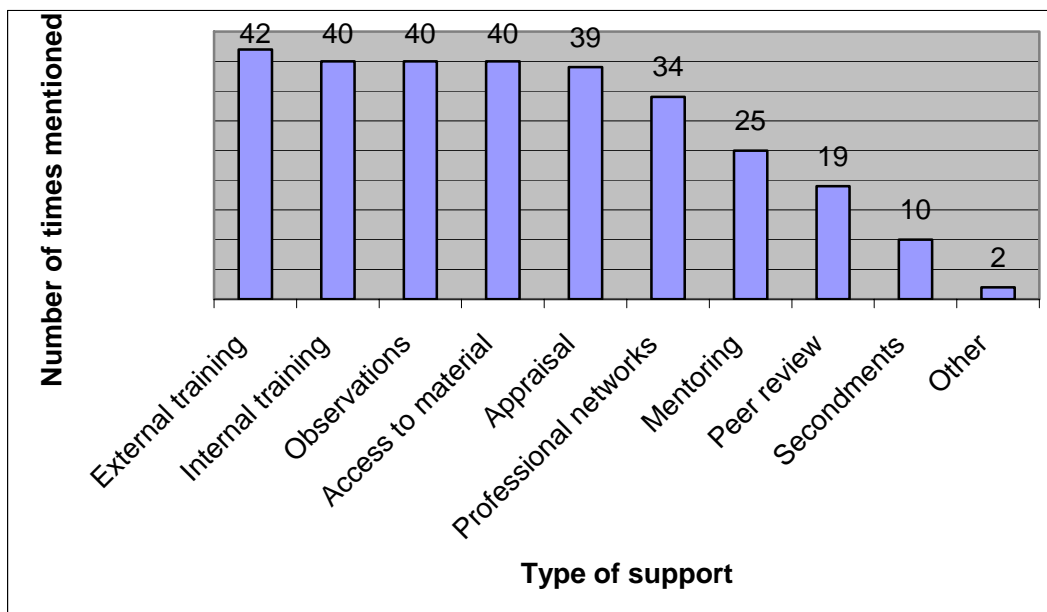
Research findings: current staff training and development, and QTLS implementation

11.0 Current staff training and development

11.1 Most TS providers offer/arrange some form of CPD for their teaching staff. Ninety four per cent of respondents affirmed their support for staff access to CPD and this level of engagement was reflected in focus group and interview responses. Given the option to differentiate between full and part-time staff, 90 per cent of survey respondents indicated CPD was available to ‘all teaching staff’.

11.2 The range of CPD opportunities is considerable (see Figure 6). Most TS providers report providing internal training (80 per cent), and resourcing external training (84 per cent). Observations and access to materials are common (both 80 per cent of respondents), while involvement in appraisal processes and professional networks is also widespread (78 per cent and 68 per cent, respectively). Mentoring is relatively less significant but nonetheless still features in half the responses. The lower incidence of peer review (38 per cent) aligns with the wider picture for TS employers and could be a consequence of their smaller scale. This is worth noting in view of the importance attached to peer review in the national strategy for quality improvement, *Pursuing Excellence*²⁸. Opportunities for secondment are also scarce. There may be scope for further research and/or development of specific support measures to promote peer review amongst TS teachers as part of quality improvement and performance management processes (see Recommendation 12).

Figure 6: Third Sector providers: Range of CPD activities



²⁸ Quality Improvement Agency (2007), *Pursuing Excellence: the National improvement Strategy for the Further Education System*, QIA

- 11.3 CPD opportunities are funded through various means. Amongst the respondents, training budgets (noted by 38 per cent) were the most common. However, several described these as very small. A small minority used free training materials and courses (although according to one focus group participant: *“Free courses land on your doorstep, there’s no need to search for them”*) sourced through awarding bodies, the local authority, internet, FE college, or local TS learning consortium. External training was sometimes attended by one staff member who then cascaded the knowledge and resources to colleagues. LSC funding was used in a few cases, along with unspecified ‘grants’ and attendance at conferences, workshops and meetings.

“CPD is already accessed by staff through other aspects of their job and isn’t necessarily a separate objective, but one which is met through other training and work on the job”.

The research focus groups were cited as an example of this type of ‘on the job’ CPD.

- 11.4 The range and extent of CPD reflects the value placed by TS providers and practitioners on continuous improvement. However, the mixed economy supporting it demonstrates an absence of consistent resources, particularly amongst these predominantly small, local organisations.

“Development is co-resourced between staff members and the organisation, as our funding is limited”.

Third Sector providers might debate whether lack of time or money causes them most difficulties, but the absence of sufficient funding for CPD emerges from the research as a major problem. This was attributed by some focus group participants to a reduction in LSC resources for TS capacity building (for example, through the loss of LIDF) and the impact of consistently short-term funding on TS margins for core costs (including training budgets).

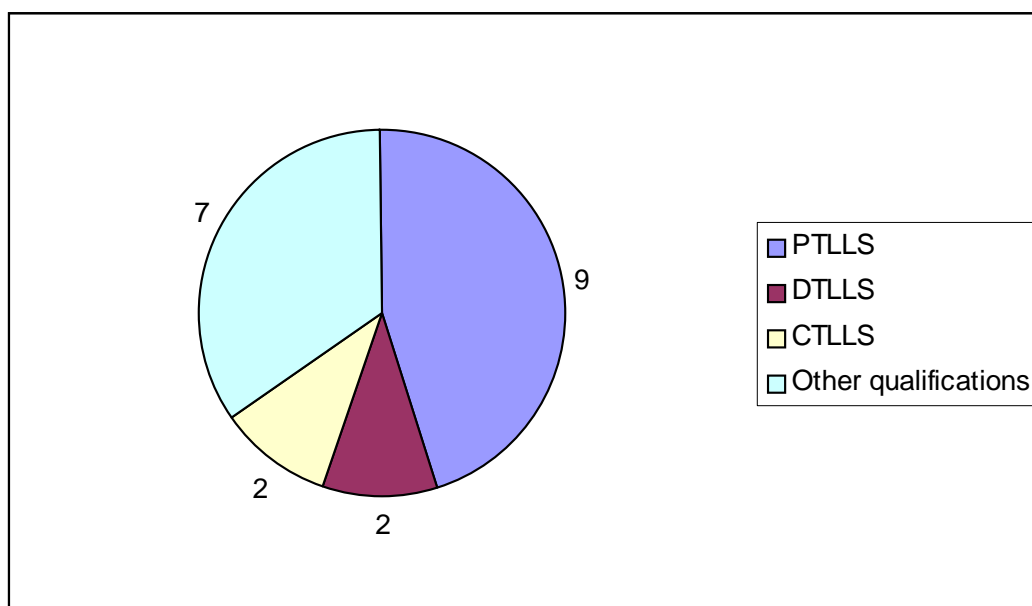
“Money is the biggest problem, there isn’t enough funding to enable sector providers to train staff and enable them to undertake CPD activities”.

- 11.5 Financial problems in relation to existing CPD underpin TS providers’ concerns about resourcing additional measures to meet QTLS requirements in the future (see Chapter 4, ‘Difficulties with Implementation’).

12.0 Training for the new qualifications

- 12.1 The majority of survey respondents (58 per cent) had staff who were either training or planning to train for the new qualifications. Nearly a third (30 per cent) had teachers studying for PTLLS, two had staff undertaking CTLLS, and two DTLLS. Respondents to this question also reported staff taking other qualifications (for example, PGCE) (see Figure 7).

Figure 7 Third Sector teaching staff: 'new' qualifications studied



- 12.2 Routes into PTTLS appear already quite complex. Whilst there are a growing number of training opportunities on offer, including free and subsidised programmes, less experienced or well-connected providers might find the evolving 'market' hard to navigate. This may increase over time as more training suppliers appear, charges vary, and the number of different courses and options multiply. In this evolving environment, sources of reliable, objective IAG for TS providers will be increasingly important (see Recommendation 8).
- 12.3 A number of TS providers reported staff studying for PTTLS through the WEA which is delivering the training across the country (see Case Study 3). Respondents mentioned lead contractors (for example, local authorities), signposting TS sub-contractors to the WEA, whilst others provided it themselves, sometimes free or at a subsidised rate (see Case Studies 3 and 4). Examples were given of lead contractors writing QTLS compliance into their contracts with TS delivery partners, or being in the process of doing so. This practice will become more widespread because the reforms apply equally to sub-contracted LSC-funded programmes.
- 12.4 Although PTTLS is relatively new, reactions to the training are starting to emerge. Survey respondents, focus group participants and case study interviewees reported positive feedback from staff who had enjoyed the experience and felt it enhanced their practice. Case study evidence (see Case Studies One, Two and Four) suggests that teacher confidence increases following attendance on a PTTLS course. One focus group participant reported an improvement in teachers' delivery, and a desire to do further modules and progress to CTLLS. Another described how, by the third PTTLS session, staff were introducing new ideas and strategies. Both perspectives were confirmed by comments elicited during the case study visits.
- 12.5 However, case study interviewees and focus group participants also reported a range of issues around PTTLS courses.

- Feedback from teachers attending PTLLS delivered by FE colleges was less positive on the grounds that it was not as relevant to their work and its context.
- The two levels of PTLLS (Levels 3 and 4) caused some concern, with some confusion reported about how to determine the appropriate level for staff.
- The gap between PTLLS at Level 3 and Level 4 was viewed as significant (Level 4 being much more theoretical) and possibly too great for some practitioners. A few organisations reported teachers undertaking both.
- Interviewees raised the need to ensure that qualified and experienced teachers were not required (or did not mistakenly choose) to undertake PTLLS unnecessarily.
- Issues were raised in relation to progression between PTLLS and CTLLS or DTLLS. Organisations reported feeling insufficiently informed to advise and guide their staff about their best options. This reinforces the need for clearer communication with TS providers around the qualifications, and highlights the possible scope for support materials and tools to help with the initial assessment required for informed staff self selection for the qualifications, and organisational planning (see Recommendation 9).
- Case study interviewees reported some sensitivity to the amount of homework entailed (particularly around balancing domestic responsibilities and assignments) and also the levels of theory (at Level 3). Both were raised as possible deterrents for teachers and reasons to question the ratio of effort against likely remuneration.
- Some interviewees commented on the level of jargon in course materials as a potential barrier to participation.

12.6 In view of the distinctive attributes and roles assigned to TS teachers, coupled with contractual compulsion and the opportunities presented by an expanding market, it is perhaps not surprising that PTLLS courses are already being adapted to meet the needs of TS practitioners. For example, COVER, the voluntary sector network for the Eastern Region, has delivered PTLLS courses (known as PTLLS plus) through Cambridge University, that are tailored to the sector. WMCETT has developed an ‘inflated’ PTLLS course (also known as PTLLS Plus) through Warwick University. This followed a pilot of the FE model with TS practitioners which was unsuccessful, and a consultation with the sector that identified the need for a TS specific curriculum. The course includes both generic PTLLS content and additional modules, and is free this year (see Case Study 1).

12.7 The research suggests that significantly fewer TS providers have so far engaged with either CTLLS or DTLLS. In addition to some concern about progression routes and funding (see Chapter 4, ‘Difficulties with implementation’) there were also issues around the length of time and hours of teaching practice entailed (30 for CTLLS; 150 for DTLLS). The question “is it worth it” was raised more than once, particularly if there seems little prospect of LSC funding at the end of it.

12.8 Case study evidence (Case Study 3) gives an early indication that the scale of providing CTLLS or DTLLS might be beyond the reach of TS suppliers who are establishing a niche in the market for PTLLS. Whilst more substantial TS providers (like the WEA) might consider extending into the other qualifications, the possibility of a segmented market emerging, in which CTLLS and DTLLS are offered by primarily mainstream providers but bespoke TS PTLLS courses are available through TS organisations, has implications. This scenario would require good TS, FE and HE collaboration to ensure accessible and effective progression routes for practitioners who begin their ITT in a TS context.

13.0 Difficulties with implementation

13.1 Various barriers to QTLS implementation were identified through the research, along with a range of potential adverse consequences for TS providers. These are set out below under three headings: attitudinal; structural; and operational – although many issues overlap.

14.0 Attitudinal

14.1 Loss of flexibility, creativity and learner-centred approaches were raised many times during the research. There was a common concern that the reforms would result in standardised and inappropriate provision for some ‘hard to reach’ learners.

“I feel flexibilities that we currently have will be eroded”.

“[It means]...losing [the] flexibility of the voluntary sector”.

“Lose engagement of client groups through more formal teaching”.

“It will mean a loss of creative ways to access hard-to-reach groups”.

“One of the strengths of the Third Sector is the integral motivation (i.e. philanthropic, social, holistic) of its workforce, which fuels innovation and risk taking and which, thereby, is instrumental in engaging the hardest-to-reach learners. This could be lost if all teaching posts are predominantly qualifications – led in terms of employment/funding”.

“Requirements assume a standardised teaching role, whereas our project officers’ training is embedded within a holistic informal and flexible service with young people at the centre”.

14.2 There was an associated concern that the QTLS reforms, including the Teacher Qualifications and CPD requirements, were imposing a ‘one size fits all approach’ predicated on an FE model that lacked sensitivity to the particularities of the TS context.

“[A] universal approach to FE, ACL and third Sector which takes no account whatsoever of positive distinctives [sic] doesn’t respect the diversity

of the voluntary sector”.

- 14.3 The research identified confusion and misunderstandings about the impact of the QTLS reforms on volunteers who, it was feared, might be deterred from involvement with learning.

“May put people off volunteering. [It] undervalues work already being done”.

“[There are] queries about how the new requirements will impact upon unpaid one to one volunteers. It is unrealistic to expect volunteers to go and do a PTLLS when they are just volunteering a couple of hours a week. You can imagine that if such requirements were forced upon them they would leave the role rather than take a course”.

“Staff already in post may be put off doing the qualifications and quit rather than have to do it. For example, a retired teacher who is volunteering a few hours a week is not going to want to take a course in order to continue with the volunteer work”.

- 14.4 A loss of good, experienced staff was widely anticipated – by nearly 40 per cent of survey respondents, four of the Liverpool workshop participants and several focus group members. For some, this was attributed to a refusal to take the qualifications, particularly for small amounts of teaching.

“[The reforms are likely to mean]..a reduced number of tutors willing to meet the requirements and deliver publically funded courses”.

“Some excellent tutors may choose only to undertake privately funded work”.

“Costly and time consuming training may make some people leave this role”.

“Teachers/tutors may leave the profession altogether”.

“Many tutors have years of relevant experience and are skilled at what they do, and have never had formal/higher/FE – or do infrequent sessions and may find it is not worth doing a qualification”.

- 14.5 Respondents’ other concerns were insufficient funding to pay higher fees for qualified staff and a possible migration of TS teachers to FE colleges and other settings.

“[TS providers] may not be able to afford to employ more qualified tutors”.

“We train them and they go and work in colleges”.

“Staff who become qualified will leave to undertake other employment in the learning environment”.

“[The reforms] could also make it potentially harder to retain staff as they will be able to much more easily transfer to work at colleges who have longer holidays, better conditions than us due to different funding regimes”.

- 14.6 The new qualifications’ perceived emphasis on more theoretical, propositional knowledge was seen as a possible deterrent to ‘home grown’ and more practical teachers.

“Many organisations support and supervise people to train on courses on which they were participants. It is one way of developing the individuals. There is no place for this and it is perceived to be important”.

“Some people have had bad learning experience and qualifications will put them back in the same mould”.

“Potentially harder to recruit local people”.

“The new requirements evidence a shift in policy away from practical skills towards academic qualifications which may be off putting to VCS staff who have a hands on practical approach to teaching and [are] not prepared for the rigours of an academic type qualification”.

- 14.7 The step-change in skills, knowledge and understanding thought to occur between Level 3 and Level 4 PTLLS, ambiguity over the value of CTLLS, and DTLLS as Level 5 qualification, were seen as setting the bar for completion too high for less academic teaching staff, creating a further barrier to progression.

“The level is very high and doesn’t take into consideration that some students have basic skills needs – out of five Skills for Life tutors to have taken the Level 5 qualification, only one could cope with the level despite all of them being very good tutors”.

- 14.8 The overall effect of these concerns was an anticipated contraction of the range of experience and backgrounds from which TS teachers are drawn, and in particular, the loss of staff and volunteers from more excluded groups. There was concern that TS providers will be less effective at meeting the needs of more disadvantaged learners - their niche contribution – and that, inadvertently, this will contribute to a *“widening [of] the gap between the hardest to teach”.*

15.0 **Structural**

- 15.1 The new qualifications have triggered a cluster of issues for TS providers. Several hinge on the question of progression: the absence of earlier steps to Level 3 within the Teacher Qualification Framework, and concern that the gaps between PTLLS Levels 3 and 4, and between entry into ITT (PTLLS) and completion (DTLLS), are too substantial.

“Where is the provision to get people from Entry Level to Level2?”.

“[There are]...concerns about the gap between PTLLS and DTLLS which seem very large at the moment. Potentially it could cause people to not go through with the teaching in its entirety”.

“Part-time teachers doing a few hours a week need DTLLS, because they carry out full teaching role. They may find this too onerous and some may leave the profession. There is a shortage of good teachers”.

15.2 The prescribed five years for completion of either DTLLS or CTLLS, was also identified as a potential problem, particularly for practitioners struggling to find placements to fulfil the teaching practice requirements: *“Five years could be a ticking clock for some”*. Linked to this were concerns about insufficiently adaptable delivery models and an absence of modularised structures that would enable students to tailor ITT to their wider circumstances (see Recommendation 5).

15.3 There is some evidence that teachers are being directed unnecessarily to take PTLLS, regardless of their experience, qualifications and skills.

“[Staff have]..already been sent on lots of courses – this sounds very repetitive of courses [they have] already been on e.g. subject learning coach, 730 etc”.

“Existing, long term staff are concerned about having to do a course for two years which seems to be basically covering the every-day theory, practice, management of learning which they have already covered on other courses and have been putting into practice for years”.

15.4 Ensuring practitioners get maximum benefit from PTLLS will require sufficient initial assessment to support both informed self selection and organisational planning. This presupposes staff have the skills and capacity to do this and a good knowledge of all the options, including the SVUK Tariff on ‘legacy’ qualifications and the scope for APEL. Concerns were expressed about the absence of clarity over APEL for existing practitioners, and the difficulties this causes those offering advice on these matters. Furthermore, undertaking initial assessment for all staff represents a hidden opportunity cost to TS providers, and potential issues around cover.

16.0 **Operational**

16.1 The most commonly reported barrier (46 per cent of respondents) to implementation of the QTLS reforms was the absence of sufficient funding to cover the cost of training, registration and CPD.

“New suggestions hitting once again the pockets of the Third Sector”.

“Training..[is]..free at the moment but will we have to register every year and will there be a charge?”.

“Money is the biggest problem, there isn’t enough funding to enable sector providers to train staff and enable them to undertake CPD activities”.

“[There is].concern about[the] impact on existing teachers who have City and Guilds and 18 years teaching experience. Also, funding is also an issue with course costs and time out of the office causing concerns – LSC contribution is not enough!”

- 16.2 Less visible but nonetheless significant, were the backfill costs for staff released for training, and the opportunity costs of lost service delivery and other income generating activity.

“[This] will affect our ability to deliver our programmes and contracts and obviously add to costs in terms of paying for courses, releasing staff etc”.

“Front line organisations lose a large chunk of hours support as trainers have to be trained rather than offer training”.

- 16.3 The proliferation of different fees for PTLLS courses is a growing issue. These currently range from training that is entirely free, through to £300 per person. The market is likely to become more complex and variable over time. Sources of subsidy for PTLLS, CTLLS and DTLLS will probably diminish once the initial phases of reform implementation are over. Unless it becomes possible to access mainstream training budgets (such as Train to Gain) for QTLS qualifications, free places will probably become more scarce. On the other hand, the economies of scale enjoyed by large scale (TS) training providers, or partnerships working at regional or cross-regional levels, may introduce relatively cheap fees in some areas. Significant charging inconsistencies would raise the issue of equality of access for TS (and other) providers in less-well served areas (such as rural communities). Obtaining an understanding of what constitutes value for money will become increasingly useful, alongside up-to-date and impartial advice, particularly for the many smaller, less well resourced providers affected (see Recommendation 8).
- 16.4 Not surprisingly, only 40 per cent of survey respondents offered an estimate of the additional costs to their organisations of implementation for 2007/08, and 45 per cent for 2008/09. Answers differed considerably. Thirty six per cent calculated a cost of over £10,000 (some were considerably more, for example, one provider estimated £283,000 for 07/08; and £338,000 for 08/09). Around 64 per cent estimated their costs at under £10,000, approximately 14 per cent of whom anticipated a cost of under £1,000.
- 16.5 In view of the dynamic situation and the significance of funding and costs to TS providers, an intended output of the research was a costing model capable of accommodating most key variables. Initial work highlighted the multiplicity of relevant circumstances, particularly when opportunity costs, as well as actual training/CPD/registration costs, are incorporated. It was clear the economic modelling tool required was more sophisticated than could be produced and trialled in this project. Nonetheless, a simpler costing model has been constructed (see Figure 8).

Figure 8 Costing model

New staff member, undertaking Full Teacher role, unqualified	Year One	Year Two	Year Three
PTLLS course	£278		
DTLLS		£552	£552
IfL membership	£30	£30	£30
Opportunity cost – time on course (inflation added to years 2 and 3)	£510	£1,576	£1,623
Opportunity cost – 10 hours mentoring time	£220		
	£1,038	£2,158	£2,205
		TOTAL	£5,401

New staff member, undertaking Associate Teacher role, unqualified	Year One	Year Two	Year Three
PTLLS course	£278		
CTLTS		£370	
CPD @ 20 ph			£600
IfL membership	£30	£30	£30
Opportunity cost – time on course (inflation added to years 2 and 3)	£510	£788	£541
Opportunity cost – 10 hours mentoring time	£220		
	£1,038	£1,188	£1,171
		TOTAL	£3,397

Full Teacher, qualified	Year One	Year Two	Year Three
CPD @ 20 ph	£600	£600	£600
IfL membership	£30	£30	£30
Opportunity cost – time on courses (inflation added to years 2 and 3)	£510	£525	£541
	£1,140	£1,155	£1,171
		TOTAL	£3,466

16.6 The model used information drawn from teacher training providers, CPD providers and TS organisations.²⁹ The costs of training courses and the salary levels and

²⁹ Costs based on averages:

- PTLLS based on average of course costs from Brian Clough Business Centre, College of West Anglia, Leicester College, Sussex Downs College, Hammersmith & Fulham Adult Education

structures of the organisations all varied and therefore, mean averages were used. The model presents the estimated costs to an organisation of compliance with the requirements for one new Full/Associate/Qualified Teacher for three years. By extrapolating from these figures, providers can calculate their own possible costs. The model is based on the following assumptions:

- the organisation is paying the full cost for the training;
- attendance on courses occurs during the organisation's time, but non-contact time is during the participant's time;
- teaching practice occurs as part of the participant's contracted employment; and
- all CPD taken place on fee-charging training courses.

16.7 On the basis of these calculations, the overall cost for Year One for a new teacher undertaking a Full Teacher role, taking account of training costs up to DTLLS, IfL registration, and opportunity costs for course attendance and mentoring would be £1,038 rising to £2,205 for Year Three, producing an overall total of £5,401. For a new teacher undertaking an Associate Teacher role the overall cost for Year One would be £1,038, rising to £1,171 for Year Three, producing an overall total of £3,397. For a qualified Full Teacher, the costs of CPD (including opportunity costs) and IfL registration amount to £1,140 for Year One, rising to £1,171 producing an overall total of £3,466.

16.8 Access to mainstream funding to cover training costs for PTTLS, CTLLS and DTLLS would help address the funding barrier. However, there is little alignment between the Teacher Qualification Framework and the requirements for Train to Gain service funding – the most obvious source. Train to Gain is currently targeted at employees without (and therefore training for) a first Level 2 qualification (or its equivalent). Individuals who are partly qualified at Level 2, or who are already qualified but who enter Train to Gain via Local Employment Partnerships, are also eligible. Under new 'Plan for Growth' flexibilities, volunteers are eligible for Train to Gain on the same basis as paid staff.

16.9 Employees/volunteers may receive a full subsidy for a qualification at Level 3 if they do not already possess a full Level 2. However, this is only for a full Level 3 qualification which does not, currently, include PTTLS. PTTLS Level 4 is outside scope, as are CTLLS and DTLLS, although Train to Gain brokers may route employers to appropriate HE institutions for possible subsidy through HEFCE funding (see Recommendation 4).

16.10 Time to undertake training, CPD, initial assessments, IAG, APEL, and so on, was the second biggest barrier identified by the research.

“[We have] only one tutor so time taken out for her development means she is not teaching”.

-
- CTLLS based on average of course costs from College of West Anglia, Leicester College and Wakefield College
 - DTLLS based on average of course costs from College of West Anglia, Leicester College, University of Derby
 - CPD costs based on the Institute of Education courses
 - Salaries based on the average of salaries from two VCS organisations

“If other staff involved in delivering occasional specialist sessions relating to their main role or coaching/mentoring are required to have qualifications we would have major problems”.

“Small staff [are] being fully stretched”.

- 16.11 The drain on organisational capacity (including staff time) entailed in QTLS compliance, when viewed in the context of the range of other responsibilities staff undertake, the relatively small amounts of teaching, and uncertainty about the prospect of LSC funding, raised a question for some about the value of engagement.

“Many of the teachers have many other roles, meaning actual teaching makes up only a small percentage of work they do. It is frustrating that so much time and resources has to be used to get people qualifications which will make no difference to the small amount of teaching they do provide”.

- 16.12 Concerns about the possible impact of the QTLS reforms on access to teaching were also raised in relation to teachers with disabilities (see Recommendation 13). For example:

“Requirement for competence in English not appropriate or fair for teachers whose first language is BSL. This may be discriminatory”.

- 16.13 Some of the above perceptions, misunderstandings and concerns reflect quite high levels of confusion amongst TS providers and practitioners about what is actually required of them.

“Our tutors are confused about the new qualifications and whether they need to just register with IfL or do a course as well. If they do need to do a course then they are unsure which they need to”.

“IfL have not been clear enough about general information regarding CPD. The information has only really had any clarity at their events, so if you haven’t been you may struggle to have grasped some of the finer points relating to this. There is also some criticism of IfL’s information distributed through newsletters and e-bulletins which have not carried sufficient details or information”.

“I need to know exactly what this means for our small community-based organisation”.

“[Providers] want to find out what they’re letting themselves in for if they renew LSC contracts for funding or capacity building”.

“Clear information is hard to come by – but getting better”.

“[There is]..continued need for briefings and clarification of the new framework, ‘legacy’ qualifications and CPD requirements”.

“We need to be able to explain the regulations to others and they are quite difficult to understand...”

- 16.14 This highlights an absence of current, accurate, accessible information setting out the implications clearly and in relation to the TS context. The Consortia+ briefing (see Chapter 5, ‘Responses’) fulfilled this to some extent and was well received, but it was a TS initiative. Insufficient timely and targeted information from LLUK, Ifl, and SVUK is seen as preventing effective TS responses and peer support. Some external stakeholder communications were also criticised for their jargon and assumptions which were felt to be inappropriate for non-FE college providers and practitioners.
- 16.15 There was a feeling amongst some respondents and focus group participants that the TS was not ‘*on the radar*’ within LLUK and IfL. Although that perception is counterbalanced by a range of important initiatives (see Chapter 5, ‘Responses’), the recent *Implementation Plan* for LLUK’s Workforce Strategy could be construed as reinforcing it. There are no TS national representative bodies listed amongst the 22 contributing partners. Furthermore, the vital task of communication with the TS is assigned to ‘Holex’ voluntary and community sector/provider contacts. ‘Holex’ is a predominantly local authority network with some TS members who are, generally speaking, more established and better-informed providers.

17.0 **Benefits of implementation**

- 17.1 Despite the range of actual and anticipated difficulties and adverse consequences associated with QTLS implementation, TS organisations also agreed it would bring important benefits. These are grouped under three broad headings – individual, organisational, and Third Sector – but many overlap.

18.0 **Individual benefits**

- 18.1 Survey respondents, focus group participants and interviewees all noted increased practitioner confidence, self esteem, versatility and skills as positive outcomes from PTLLS programmes. Only two (4 per cent of respondents) identified no benefits for teaching staff.

PTLLS leads to *“more expertise and confidence – challenging assumptions and comfort zones”*.

“Tutors will have a greater understanding of the whole teaching process and quality of provision will be improved”

- 18.2 The new requirements were also viewed as a way of delivering a higher quality service to their learners, leading to greater job satisfaction as well as wider benefits for learners and the sector.

“Attending the PTLLS course has been very informative. Voluntary sector working does not mean we overlook the importance of appropriate training.”

It's been a pleasure working within such a diverse range of organisations with a rich experience of life".

- 18.3 The experience of training with others was noted more than once as a source of peer support and learning, and enjoyment.

"Great to be able to meet other students from the voluntary sector and to share ideas and good training practice".

- 18.4 Other benefits for teachers included gaining better knowledge, transferable skills and qualifications that would improve their chances of employment and career progression, and the prospect of better pay and job security.

"Improved career prospects for individual teachers, who are often employed on short-term contracts".

- 18.5 Eight of the Liverpool workshop attendants agreed that qualifications were a means of recognising capable staff and nine felt they would lead to better and more consistent quality standards across TS delivery.

- 18.6 CPD was welcomed, in principle. Many reported that teachers should keep their teaching skills and knowledge up to date – as one respondent explained, *"every-one will benefit from CPD"*. The new requirements were encouraging some providers to think of CPD in a more integrated way and to explore incorporating it into performance review and appraisal processes.

- 18.7 Respondents and interviewees also noted positive outcomes for learners. Nearly 50 per cent of survey respondents identified better qualified and knowledgeable teachers with new ideas, and around 25 per cent cited better planned sessions and improved teaching environments. However, they also raised some concerns. Thirty-two per cent mentioned the risk of disrupted classes due to cancellations while teachers were away training and inconsistencies in delivery arising from the use of cover staff. Less time for teachers to deliver and a loss of course variety were also noted.

"Maybe some tutors may decide not to teach and therefore [there will be] loss of 'favourite' tutor".

"A reduced number of tutors willing to meet the requirements and deliver publically funded courses".

19.0 **Organisational benefits**

- 19.1 Organisational benefits included better trained and qualified staff, enhanced quality of delivery and improved Ofsted inspection grades. Several saw the new qualifications as enabling them to fulfil funding requirements and to meet LSC contract outputs. One respondent commented:

“It should be easier to get funding for courses that are run by qualified staff”.

- 19.2 Improved capability to deliver accredited training and enhanced credibility (within the Third Sector and more widely with funders and other providers), were also cited. One focus group participant suggested the overall effect of QTLS implementation could be a:

“Stepping stone to mainstream [funding]”.

“Consistency of standards will keep us in the picture when opportunities for partnership working arise e.g. with local colleges and LEAs”.

20.0 **Third Sector benefits**

- 20.1 Fewer views were expressed around the wider benefits to the Third Sector of the QTLS reforms, and 18 per cent of survey respondents felt there were none. However, amongst the positive consequences were: the professionalisation of the sector; clarity over what is considered good practice across the FE sector; parity of esteem with other non-TS providers; an improved perception of TS delivery amongst learners, funders, partners, and other stakeholders and better prospects of gaining contracts and joining partnerships.

“Professional recognition of staff within the industry”;

“Potentially better access to more diverse funding streams (but hard for the voluntary sector generally)”.

“Tutors will be able to prove that they are as qualified as their public sector counterparts”.

“We should now be recognised and be aligned with all other institutions across all sectors”.

“Well deserved recognition as a key player in lifelong learning industry”.

CHAPTER FIVE

Responses, Case Studies and Recommendations

21.0 Responses

21.1 Action to understand and support TS engagement with the QTLS reforms has been taken by a range of key stakeholders including TS organisations, CETTs, LSC, local authorities, LLUK and IfL. These are noted below and some aspects are explored in more detail in the Case Studies. These are intended to provide examples of constructive practice from across the Learning and Skills Sector. They cover:

- a partnership between WMCETT and Fircroft Residential College;
- WEA (substantial TS provider);
- Derbyshire Learning and Development Consortium (TS second tier organisation); and
- Gloucester County Council.

Key transferable lessons are presented at the beginning of each one, and emerging issues at the end.

22.0 Third Sector

22.1 The research evidence demonstrates that TS providers and second tier organisations are already responding to the requirements of the QTLS reforms. Providers, TS networks, and learning and skills consortia are designing PTLLS programmes that are adapted to the TS context and working with other stakeholders, such as local authorities and CETTs, to ensure provision is both widely available and embedded into progression routes to CTTLS and DTLLS. Flexibilities around TS delivery modes, timing, costs, and location are helping to widen access for TS practitioners. These initiatives are of considerable practical benefit to the sector (and its teachers and learners). However, they also have a wider strategic value. By raising awareness of distinctive TS issues amongst mainstream providers and other stakeholders, they highlight the need to interrogate and challenge FE-based models and assumptions.

22.2 Third Sector consortia, networks and LIOs are playing a key role in raising awareness of the QTLS reforms amongst their members and the wider sector, through CPD meetings and briefings. This is particularly important in view of the levels of confusion about the reforms amongst TS providers and practitioners (and the wider field). By draw down funding to support TS capacity building, they are also a major source of support for smaller TS organisations with insufficient resources to absorb the consequences of the new requirements on their own. There is scope to develop the role of TS intermediary bodies as a source of training, advice, information, and CPD for TS providers, and as a communication channel and 'voice' for the sector on QTLS implementation as this rolls forward (see Recommendations 8 and 11).

23.0 CETTs

- 23.1 CETTs are a critical component of the Government’s package of reforms of teacher training across the Learning and Skills Sector. They are rooted in the idea of building the future ITT system around networks of providers that will enable trainee teachers to achieve QTLS or ATLS standards, providing them with a good experience of teaching and professional development, wherever they practice: FE, WBL, LA or TS. It is essential that an awareness of the TS context helps shape the CETTs’ strategic thinking and that they recognise the cross-sectoral interests and contribution of TS providers (in WBL, FE mainstream, 16 – 19, Train to Gain and Apprenticeships, as well as more informal community-based learning).
- 23.2 WMCETT has a key role in developing TS -facing initiatives and policies – outlined in Case Study One – and in ensuring the lessons of its work are more widely applied.
- 23.3 During the research all the CETTs were contacted for information about their work with the TS. With the exception of WMCETT, levels of engagement were minimal. Four of the six respondents had no TS involvement and were concentrating, in the first instance, on building their membership in other areas, however there were signs of potentially useful activity. One CETT has several TS members, a TS representative on its Board, and was developing a TS case study on the impact of the QTLS reforms. It also anticipated TS involvement in planned work around contextualising ITT and making programmes more accessible to non-FE/HE trainers. Another CETT had a connection through TS membership of WBL county consortia and the incorporation of the WEA as an “associate partner” because of its teacher training role. Depending on a tender outcome, TS organisations may also be extensively involved in a capacity-building programme for generic and Skills for Life teacher training. A third CETT has produced a ‘Working Paper’ to explore the impact of the QTLS reforms on TS provision within the regional context. There is considerable scope to consolidate and extend these early initiatives, not least to ensure the construction of cross-sectoral progression pathways, and the transfer of effective practice.

24.0 LSC

- 24.1 LSC National Office has demonstrated its strong interest in supporting TS engagement with the QTLS reforms by funding this research. In addition, it has undertaken a range of other investments and strategic decisions that could have a bearing on the research outcomes. These are:
- continued support for Consortia+, the national network for TS learning and skills consortia that has been a two-way conduit for information about the QTLS reforms for consortia, LLUK, SVUK, IfL and other TS providers and practitioners, a Consortia+ briefing (endorsed by LLUK and IfL) that was circulated widely across the learning and skills sector as well as to TS organisations;

- funding for a TS Peer Coaching programme for prospective and existing LSC-funded TS providers until March 2009 - this is already being accessed by organisations seeking advice about QTLS compliance;
- investment in the development of a Third Sector National Learning Alliance, (an independent national ‘voice’ for TS providers) which has the potential to become a major conduit for information from key stakeholders to the wider TS and for reporting formative responses from the sector as the reform agenda rolls forward; and
- the introduction of flexibilities to Train to Gain to ensure it is more responsive to TS employers’ needs, and particularly, volunteers who are now eligible for the same training subsidies as paid employees – the scope for Train to Gain and the Foundation Learning Tier to support TS engagement with QTLS becomes particularly relevant if a pre-PTLLS progression route is developed (see Recommendation 4).

25.0 Local Authorities

25.1 As lead contractors for many small TS sub-contracted providers, local authorities already play an important role in enabling TS providers to engage with the QTLS reforms (see Case Study 4). Awareness-raising sessions, briefings, signposting to (TS) PTLLS programmes, subsidised training fees, shared responsibility for IfL registration, guidance around what counts as CPD, payment towards attendance costs, and mentoring arrangements, are all within the existing repertoire of local authority support. Circulating good practice models and evidence of beneficial outcomes through local authority, CETT and TS networks could encourage the further development of these constructive partnerships. (see Recommendation 11).

26.0 LLUK and IfL

26.1 Both LLUK and IfL supported the development of the Consortia+ briefing for TS providers (see above) and were actively engaged in identifying key themes from this research. IfL also funded and contributed to an awareness-raising meeting of the Consortia+ network.

26.2 LLUK has commissioned four pieces of research into the impact on the learning and skills sector of the QTLS reforms and has facilitated the sharing of early findings of the TS research with those of the other studies. There are a number of complementary or common interests across the projects that offer scope for further discussion – or at least mutual awareness – that are worth noting here (see Recommendation 14).

- Contextualisation of the new Teacher Qualifications as a wider issue, for example, for WBL providers.
- Vertical progression through the Teacher Qualifications, particularly from FE to HE, could link to the issue from this research, of routes into ITT through pre-PTLLS (Level 1 and Level 2) programmes.

- Relevance of the consolidation of APEL opportunities to non-FE providers funded through WBL and ACL streams, as well as TS organisations.
- Wider recognition that incremental progression would open access to teachers who require longer than five years to complete either QTLS or ATLS.
- Orientation needs of qualified teachers entering further education from other sectors could offer transferable lessons for TS practitioners who, as a result of PTLTS, begin to see themselves for the first time as teachers. For example, support for their understanding of the complexity of the further education environment, both in terms of its diversity and rapid pace of change. FE 'overload' for TS teachers will add complexities to their principal professional environment, which could be housing, social care, arts and culture, sports, or the TS itself.
- Examination of the currency and development of Teacher Educators' knowledge offers an opportunity to ensure they have a sufficient grasp of TS practitioners' needs. Criticisms of some FE-based PTLTS courses identified by this research might not be solely attributable to course content. Dissatisfaction with the Teacher Educators' assumptions and a 'hidden curriculum' might also play a part.

Case Studies

27.0 Case Study One: West Midlands Centre for Excellence in Teacher Training (WMCETT) and Fircroft College

Key Lessons

- Tailored PTLLS programme based on consultation with TS organisations.
- Pre-programme session for awareness raising and consultation on delivery modes.
- Training for TS trainers in PTLLS delivery, supported by mentors, to facilitate development of TS PTLLS programmes.
- Articulated TS route for ITT involving supported progression from Training the Trainers (NVQ Level 1 to Level 4) to PTLLS – two ‘stand alone’ but complementary programmes.
- Flexible Training the Trainers programme that allows for achievement at more than one level, with signposting and advice for progression to PTLLS.

Context

27.1 WMCETT has a particular role amongst the CETT's to work with the Third Sector. One of its key priorities is to:

“Extend professional development qualifications and pathways for staff in the Adult, Voluntary and Community Sector (AVC) and the Adult and Community Learning Sector (ACL)”³⁰

It has been working with TS organisations to develop PTLLS programmes that are tailored to TS needs. Each programme is preceded by an awareness-raising and information session to ensure its relevance, and to discuss appropriate delivery modes.

27.2 WMCETT has identified a number of prospective TS teachers and is running training programmes and a mentorship scheme to support their delivery of PTLLS within the sector. This is building TS capacity to deliver its own PTLLS programmes and influencing future teacher training programme development. WMCETT has been working with Fircroft College, a residential college in Birmingham, to develop an appropriate progression route into ITT for the TS that is accessible to prospective teachers at an earlier stage in their professional development.

27.3 Fircroft College has run a residential Train the Trainer programme since 2000. It is accredited by the Open College Network at Levels 1 to 3.

- Part 1 is deliverable over three days, including two nights, and offers an award at Levels 1 or 2.
- Part 2 is deliverable over four days, including three nights, and offers an award at Levels 2 or 3.

³⁰ West Midlands Centre for Excellence in Teacher Training (2001) briefing on WMCETT priorities, WMCETT.

- Part 3 (developed in 2006) is deliverable over four days and offers an award at Levels 2 or 3.

Participants come from across the UK. Since it began, 1027 learners have taken the course, 400 of whom come through MENCAP.

- 27.4 Train the Trainer demonstrates the demand for, and value of, training programmes that are accessible at an earlier stage than PTLLS (Levels 3 and 4). Participants undertook the course because it was better suited to their existing experience or levels of knowledge and skills, because they have insufficient time and/or the resources to do a full teaching qualification, or because they would struggle to generate the hours of practice needed to qualify for higher-level courses. These concerns were all raised by survey respondents and focus group participants. The programme has proved its suitability for adults with learning difficulties who are seeking to enhance their practice. Overall, it has enabled participants to progress onto other courses or to gain promotion to a teaching role. The programme's flexibility and focus on developing lower level skills might be particularly amenable to the 'home grown' TS (and local authority) teachers identified during the research.

Programme description

- 27.5 The University of Warwick (WMCETT's lead partner) and Fircroft College are working together to provide a progression route for ITT from NQF Level 1 to Level 4.

The programme aims to:

- develop appropriate and relevant progression routes into teaching for people working in voluntary sector organisations; and
- develop the capacity of the voluntary sector to deliver teacher training within the new framework.

- 27.6 Together, Train the Trainer and PTLLS will provide an ITT route for prospective teachers who are not yet confident or in a position to enrol on a Level 3 programme. On completion of the Train the Trainer programme, those achieving at Level 2, and for whom PTLLS would be appropriate, will be signposted to PTLLS. The Train the Trainer programme at Level 3 may still be suggested for some participants and will continue to be delivered.

- 27.7 PTLLS will be delivered in two parts, both running over four days, including three nights. A six-week interval between the parts will allow for reflection and the completion of assignments, including a presentation. Tutors will be available through email to provide support during this period.

Programme benefits

- 27.8 The programme delivered a range of benefits.
- Train the Trainer includes topics that will be developed further in the PTLLS (Level 3) programme. This enables participants to consolidate their previous learning.

- The residential nature of the courses allows participants to access additional support from staff and their peers.
- Train the Trainers and PTLLS are stand alone programmes that in combination provide a progression route in a familiar setting where trainers are known to the participants.

“Fantastic course, really met my needs as a fairly new trainer.”

“Great to be able to meet other students from the voluntary sector and to share ideas and good training practice.”

“Most valuable part was being made to deliver training myself and to get feedback on how I did.”

“I learned so much from the tutors but also [from] being able to watch other students deliver training and learn from that.”

Issues

- 27.9 Learners require highly supportive IAG in order to get maximum benefit from the progression route offered by the two programmes, and to make the best choice about continuing with Train the Trainers or moving to PTLLS.

Other issues may emerge through the monitoring of the pilot phase.

28.0 Case Study Two: Workers Educational Association (WEA) PTLLS Programme (Leicester)

Key Lessons

- PTLLS programme tailored to TS context based on consultation and piloting.
- Flexible programme structure amenable to delivery as a residential course, over six or 12 weeks, in one or two-day blocks, or in evening sessions.
- Delivery suited to learners from diverse backgrounds, levels of engagement with teaching and learning, and subject areas.
- Free taster session in advance offering information, and advice to potential participants.
- Applicants signposted to other PTLLS providers where WEA provision is not viable.

Context

- 28.1 With over 4,500 sessional tutors, the WEA is a substantial TS provider with significant interest in the QTLS reforms. It was involved in initial discussions with LLUK and was one of the first providers to offer PTLLS at Level 3. The programme is available to external organisations and interested individuals as well as WEA tutors. In November 2006, it was piloted with the Princes Trust with support from LLUK and LSC funding and has subsequently run in at least 16 locations around the country and in all regions apart from the North East. The cost varies between locations. For example, in the Eastern Region the fee is £100 for WEA teachers and £250 for external practitioners. Reportedly, most TS organisations provide the venue, which cuts delivery costs. All participants pay the City and Guilds registration, currently £51.40.
- 28.2 The case study visit was to a course in a substantial community centre in Leicester with a high BME profile. It was the programme's second run in the city (a third is scheduled for September 2008) and was being delivered on one day a week for nine weeks (the planned eight sessions were extended due to the level of interest). The £200 fee included City and Guilds registration. The course was fully subscribed with a waiting list. The visit took place during the third week.

Programme description

- 28.3 Programme delivery is preceded by a free taster session offering information, and advice to potential applicants. This includes signposting applicants to other PTLLS courses where WEA provision is not viable.
- 28.4 The WEA PTLLS programme has been adapted to suit TS needs following feedback from tutors that FE provision was too "*internally focussed*". It has a flexible structure amenable to delivery as a residential course, over six or 12 weeks, in one or two-day blocks, or in evening sessions. The curriculum covers theory and practice, one-to-one tutorials and the required 30 minutes micro teaching. According to those involved in the Leicester programme, it has two main objectives:

- to ‘rubber stamp’ the experience of teachers who have been delivering in the sector for a while but who do not have a formal teaching qualification; and
 - to provide an introduction to teaching for those who are thinking of entering the profession.
- 28.5 The programme is designed to meet the needs of teachers with diverse subject specialisms and levels of engagement with teaching and learning. Participants in the Leicester course came from a wide range of backgrounds (TS, public and private sector) but were described overall as “*dipping their toe in the water to see if it is for them or not.*” The interviewees included a full-time locally-based project co-ordinator for a national TS organisation working with ex-offenders and young people at risk who had coaching and sports qualifications; an NHS sports mentor working with local residents in a deprived area of the city who also works as a dance tutor; two prospective local authority tutors, one with private teaching experience, the other entirely new to the profession; a relatively new practitioner without formal qualifications who had progressed from learner through to volunteer and eventually teacher; a senior local authority manager working in schools; and a local authority administrative assistant with the prospect of teaching business administration.
- 28.6 Learner motivations were correspondingly diverse including personal development, enhanced delivery (using teaching techniques) of ‘non-teaching’ services, management / contractual requirement, aspiration to move into adult learning as a new profession, and improved teaching delivery. Some were self-financed, others had their fee paid by their employer and were released from work to attend.
- 28.7 Their awareness of the QTLS reforms, and specifically the range of qualifications and IfL registration requirement, was mixed but minimal overall. Five of the eight interviewees had not heard of IfL, one had registered as an affiliate teacher, and two were being registered by their employers. The majority were unaware of further qualification options, none knew about CTLLS and DTLLS, and two understood the possibility of taking PTLLS at Level 4. Several expressed an interest in knowing more and progressing further. This is a positive sign given the early stage in the course and suggests the importance of appropriate IAG for progression through ITT.

Programme benefits

- 28.8 It was too early for participants to identify longer-term benefits and progression possibilities. However, overall feedback was reported to be “*tremendously good*”. Interviewees identified a range of positive outcomes:
- growing confidence and networking amongst participants;
 - good, realistic ‘taster’ of the experience of teaching in TS contexts;
 - acquisition of a recognised qualification;
 - rationale (based on theory and known good practice) for delivery strategies; and
 - development of new methods and skills.

“It was good to have the time and opportunity to be reflective on my own training practice. Especially with other like-minded trainers who were of a similar level.”

Thankfully the cost was low enough to make it possible to attend and having a day once a week was perfect. I have raised my standards since the course has finished. Overall, it was a confidence boost.”

“My course this term...was due for official OTL [Observation of Teaching and Learning] and I received a very good report. My scheme of work and session plans made a good impression, so thanks PTLLS.”

“I have raised my standards since the course finished. Overall it was a confidence boost.”

Issues

- 28.9 Various issues were raised that may be useful for the wider provision of PTLLS programmes.
- Participants (mostly female) were juggling homework assignments with other responsibilities and were sensitive to the amount of work outside sessions. The regularity of assignments was noted approvingly on the grounds that it made them easier to manage.
 - The level of theory was queried with a suggestion that some might be deferred to Level 4. It was reported that some teachers might question the effort involved “*for such little economic reward*”.
 - The issue of jargon was raised as a possible deterrent to participation in the training.

29.0 Case Study Three: CPD support from Derbyshire Learning and Development Consortium (DLDC)

Key Lessons

- PTTLS courses are part of a wider programme of CPD activity provided for member TS providers.
- Free half day events for TS providers to raise awareness of the QTLS reforms and requirements and to offer practitioners practical support to help their engagement (relatively high levels of knowledge amongst participants testify to their success).
- Sensitivity impact of the cost of PTTLS on TS providers and practitioners.
- Consortium acting as a TS channel of communication to cascade information from LLUK, signpost practitioners to other useful CPD tools and materials, and provide details of training events.
- Flexible, accessible and responsive CPD development seminars based on consultation with TS providers and practitioners to ensure relevant contents.
- Organisational support for participants attending CPD events, including providing cover and absorbing any associated costs of attendance.

Context

29.1 Derbyshire Learning and Development Consortium (DLDC) is a:

“partnership of voluntary organisations (members) established to support the training and development of workers and service users of the voluntary sector in Derbyshire³¹”.

It currently has 110 members. For the past three to four years, TS sub-contractors have been offered a range of CPD support. Tutors are contractually required to attend two out of three ‘development seminars’ offered annually. These half-day events are free and seen by DLDC as a core service. A main focus for the seminars this year has been to ensure teachers are informed about the QTLS requirements and better able to respond to them. Signposting practitioners to appropriate training and CPD activities in the area is another key activity.

29.2 Since 2007, DLDC has also offered a termly PTTLS programme (available three times a year). These have all been fully subscribed with twelve tutors on each one. Recruitment has been mainly through member TS providers and word of mouth. Participants have also included freelance teachers. The cost last year was £95 which is anticipated to rise to around £150; local FE providers are reportedly charging £300. In order to sustain its lower charge, DLDC is preparing to subsidise the programmes from its own reserves. This is a reflection of the importance attached to the training by DLDC, and its intention to protect access for less well resourced TS providers.

The case study visit was to one of the free half-day ‘development seminars’ for teachers. Five of the 15 participants were interviewed, along with two of the contributing trainers. Teachers were drawn from three CVS, a development centre

³¹ Derbyshire Learning and Development Consortium (2008), ‘Tutor handbook’, DLDC, p.3

for adults with learning difficulties, a housing association, a coalition for disabled adults, an arts-based organisation, and a charity providing support for lesbians, gays, bisexuals and transsexuals.

Programme description

- 29.3 The seminar covered a range of professional development issues. These included an update on the new qualifications following an LLUK dissemination event, an introduction to the IfL 'Reflect' CPD tool, and a briefing on initial assessment. A substantial amount of information was provided during the afternoon, supported by a range of handouts and documents. During the programme, trainers were introduced to specific parts of CTLLS and DTLLS to encourage engagement with the materials (if not the qualifications), helped with IfL registration, and invited to explore what activities might count towards CPD (an issue that has emerged several times during the research). Participants recommended greater use of videoing in teacher training (to support reflection) and paperless portfolios for assessment.
- 29.4 Most interviewees were attending the course during their organisations' time and with their support, but not during teaching sessions. There was widespread awareness of the qualifications and IfL registration; four were either already registered or intending to do so. Two were attending DTLLS courses accredited by Derby University and funded by Derbyshire Local Authority. Feedback on these was also positive.

Programme benefits

- 29.5 Participants had various motivations for being involved – obtain information on legislation funding and practice, strategic insights, and to meet and liaise with others. Most commonly, participants wanted to understand the QTLS reforms and their likely impact on the sector and their own work. This was necessary in order for teachers to “*come up with ideas of how to adapt*”. All interviewees reported being satisfied that their hopes for the seminar were met.

Issues

- 29.6 Although most interviewees were attending the CPD session as part of their working day, there was a suggestion that teachers studying PTLLS were doing so in their own time and were described as needing “*constant*” persuasion about the value to taking the new qualifications.
- 29.7 DLDC is an experienced and effective provider of CPD and PTLLS. However, the consortium did not anticipate offering either CTLLS or DTLLS, viewing other mainstream providers as more suited to the scale of operation. If this response were replicated more widely across TS training providers, it would increase the need for good cross-sector brokerage of progression routes to ensure teachers who began their ITT in a TS context could move easily elsewhere in the FE or HE sectors to complete it.
- 29.8 One participant who had undertaken PTLLS and enjoyed it, nonetheless questioned its value for teachers who were already partly qualified. This again highlights the

importance of effective initial assessment and IAG for existing practitioners. Several interviewees working in small organisations raised the difficulty of finding time to attend training and CPD events.

30.0 Case Study Four: Gloucestershire County Council Adult Education Service and the Stroud Valley Project

Key lessons for practice

- Lead non-TS contractor supporting (mostly) small TS providers to comply with QTLS requirements.
- Establishing team and mentoring arrangements to support TS practitioners in ‘Associate Teacher’ role that take account of the limited capacity of TS sub-contractors.
- Extending availability of PTLLS into rural areas, using local schools for venues and offering childcare.
- Offer of an initial information and enrolment session prior to the course.
- Provision of a range of information sheets detailing useful resources in subject specific areas, PTLLS themes and CPD activities.
- Wider programme of CPD for teachers, including awareness raising around the QTLS reforms.
- Flexible delivery models, including one that is suitable for a teacher with severe disabilities, using blended learning methods and variable timing, to increase accessibility.
- Guidance to teachers on what can count as CPD and the required levels and amounts, CPD, logging system, and payment to teachers (£25) for attendance at events
- Shared responsibility for IfL registration.

Context

- 30.1 Gloucestershire County Council (GCC) Adult Education Service sub-contracts all its LSC-funded programmes. The 29 providers currently involved include four FE colleges, one specialist college and 21 TS organisations. As the lead contractor with the LSC, GCC has responsibility for quality assurance across the resulting provision.
- 30.2 The TS providers are mainly small organisations (some with a focus on BME communities), for whom learning is a small part of their overall activity. Most are contracted through either PCDL or NLDC streams.
- 30.3 In anticipation of the QTLS reforms, GCC conducted a survey into the qualification levels of the TS teachers involved. The findings showed that out of approximately 300 teachers working on LSC-funded programmes, around 33 per cent were not formally qualified and about the same percentage were only partly qualified at Levels 3 or 4. Some of the qualifications held were described as “*very old*”. It was also reported that many practitioners did not recognise themselves as ‘teaching’ because they use different terminology to describe their roles and because delivery was sometimes embedded, informal, and implicit.
- 30.4 A further challenge – and the next step in the process of ensuring staff are suitably qualified – was to determine whether they were delivering as Full or Associate Teachers. Most were deemed to be the latter. As a result, GCC are changing their delivery support structures and setting up teams of teachers arranged by curriculum

area or organisation type. Practitioners will work with fully-qualified lead teachers who have responsibility for lesson plans, curricula and so on. Most tutors are expected to progress to CTLLS in the near future (once it is available locally). Few are expected to undertake DTLLS but where appropriate, access is likely to be through mainstream providers such as colleges or the local University,

- 30.5 GCC has used LSC funding (£14,000) to subsidise free PTLLS courses for TS teachers this year. Advance payment of the accreditation fee is required and then reimbursed on completion, although there is flexibility for teachers on low income or benefits. GCC took a strategic decision to focus their support, in the first instance, on new tutors as the QTLS requirements in this area were clear at an earlier stage in the reform process. Existing staff were “*very strongly*” encouraged to undertake PTLLS and GCC has decided that by the end of 2008, only staff with the qualification, or working towards it, will be employed.
- 30.6 GCC has worked in partnership with the WEA to offer PTLLS courses. There have been two so far. Overall, 20 teachers have gone through, a small number of whom accessed it at a local college course. This was reported to be less satisfactory on the grounds that it was too FE focused, used the wrong language, and did not reflect TS contexts. Currently, demand for the WEA programme is exceeding supply and GCC is in the process of developing both PTLLS and CTLLS programmes for delivery from September. The design is being done by teachers with TS experience, including a part-time WEA tutor. This is viewed as a complementary rather than competing initiative.
- 30.7 GCC is also extending PTLLS into rural North Cotswolds (where there is no provision currently available). The course fee of £64 will be refundable upon completion, and childcare will be provided.
- 30.8 Flexible delivery methods are being used. Gloucester College offers a blended, thematically structured PTLLS programme consisting of three days contact time (for sessions covering theory), followed by on-line learning. The micro-teaching element is covered *in situ* rather than during the course. Alternative arrangements are made for teachers not currently delivering so they can do their micro-teaching on a Saturday morning. The model began earlier in 2008 and appears to be widening access successfully; one participant has severe disabilities.
- 30.9 GCC already runs a programme of “*compulsory*” training for tutors consisting of 10 to 20 events a year on a range of topics, for example, diversity, e-learning, RARPA, and raising awareness of the QTLS reforms. CPD support also includes information sheets detailing useful resources in specific areas (for example, work with adults with additional needs; delivering arts and media in the TS; support for IT tutors) and subject specific sheets relating to PTLLS and other CPD activities. They encourage innovative thinking and networking:

“Ensure you are inspired to offer something fresh, contemporary and new to your students, making best use of new media and innovative learning materials taking into account the varied needs of your learners. Allow time to share your ideas by networking with other tutors via email or get-togethers such as Ad Ed events”.

30.10 Registration with IfL is viewed by GCC as a “*shared responsibility*” that will take most of the year to discharge. However, recording CPD was reported to be “*the biggest challenge*”. Although most tutors undertake CPD, it is unrecorded. As interim measures, GCC has issued guidance on what can count as CPD and the required levels and amounts, put in place a logging system, and is paying teachers £25 to attend events. Contract managers have responsibility for ensuring individuals undertake and record their CPD and for collecting the information for year end sampling. Managers are also expected to offer guidance around appropriate CPD activity.

30.11 The case study visit was to the Stroud Valleys Project (SVP), which is sub-contracted by GCC. SVP is an environmental charity that aims to:

“..protect and enhance the local environment by working with local communities to embrace sustainable development and biodiversity, and so to make Stroud and its surrounding area a better, healthier place in which to live for both present and future generations”³².

30.12 SVP is a small organisation and learning delivery accounts for approximately 10 per cent of its activities. Programmes, funded by GCC and trusts, are offered to local residents and particularly:

“Specific sectors of the community who may need a little extra support to enable them to get out into the countryside”³³.

At the time of the visit, SVP was unclear how to approach the new CPD requirements but was hopeful its GCC contacts would help identify appropriate training.

30.13 Due to the loss of one of its main projects, SVP was reducing its staff from nine to six (equivalent to 2.25 full-time posts), two of whom were family learning tutors. According to the SVP Annual Report, family learning was a successful element of their provision:

“[In addition] this year, SVP was also funded to deliver Go Wild!, a series of courses aimed at adults with Basic Skills needs, and their children. These family learning classes deliver education about the environment, combined with literacy and numeracy and were piloted successfully at a local Family Centre”³⁴.

30.14 SVP project officers have many years’ experience of working on environmental issues and with the client groups but do not have formal learning qualifications. Three workers were offered, and subsequently completed, a PTLLS course after it became clear this would be a requirement for future funding. GCC subsidised their places on condition SVP released them to do the work.

Programme benefits

³² Stroud Valleys Project (2007), ‘Annual Report’, SVP, p.1

³³ Ibid, p.5

³⁴ Ibid, p.7

- 30.15 After their initial reluctance to undertake PTLLS and scepticism about its value, two of the project workers reportedly enjoyed it. The third participant was less happy with the programme, which was partly attributed to her/his view that the project role was non-teaching.
- 30.16 The SVP manager reported positive outcomes to the organisation following PTLLS, not least that she was “*now convinced that what we’re doing is teaching*”. Prior to the programme “*we were doing it but didn’t think of it in those terms*”. Reportedly, the benefits, although not yet tangible, were evidenced through the workers’ enthusiasm and greater confidence since completing the course, which had proved “*..they can teach and evidence it – even with...difficult groups*”. PTLLS was credited with helping “*them to see what teaching is*”. Two of the three participants were interested in taking further modules, and possibly CTLLS.

Issues

- 30.17 Several issues emerge from the case study.
- The importance of TS contextualisation of PTLLS for TS practitioners, and the reduced relevance for some teachers of those programmes that are not.
 - Developing a suitable system for recording CPD and ensuring practitioners and TS providers are clear about what counts as CPD.
 - The difficulties in extracting time from organisational activity for PTLLS, both in terms of estimating and releasing it, and balancing this against time needed to meet funding targets. SVP felt the 10 hours it allocated to its project workers was insufficient.
 - SVP anticipate the future fee for training will be £150 per person (once the GCC subsidy finishes). This would “*wipe out*” most of its recently allocated £200 per capita training budget, leaving only 25 per cent for the CPD needs of its main organisational objectives.
 - It was anticipated there would be some “*natural wastage*” amongst staff who chose to leave rather than comply. This could mean the departure of incompetent or less committed tutors but, on the other hand, it could result in a loss of valuable experience and skills.

31.0 Recommendations

In view of the preceding analysis, the following recommendations are offered for consideration. They are grouped under four themes: communication; the QTLS reforms; supporting practice; and further research.

Communication

1. There is an immediate need to address levels of confusion, concern and misunderstanding amongst some TS providers. It is recommended that LLUK, IfL and LSC work with TS partners (both infrastructure bodies, networks and providers) to ensure clear, accurate, TS-specific briefing materials are produced and circulated.
2. Allied to this, it is recommended that messages to the TS offer realistic guidance about necessary levels of investment (financial, time and staff) for QTLS compliance. It is suggested these might usefully include emerging findings about the benefits experienced by TS PTLLS participants. This might help offset some negativity uncovered during the research around a sense of compulsion, locating the rationale for engagement instead - at least partly - in better delivery for learners and increased confidence and satisfaction amongst practitioners.
3. External stakeholders are urged to scrutinise their communication and consultation strategies to ensure they include effective links with key TS networks and bodies. Future initiatives should also recognise the importance of working with the TS and respond accordingly. It is suggested that, as far as possible, key stakeholders design future communication and consultation processes in accordance with national Compact principles and the associated Good Practice Code relating to Consultation and Policy Appraisal.

QTLS reforms

4. LLUK, in consultation with other key stakeholders – including TS PTLLS providers – is urged to review the Teacher Qualification Framework in relation to the TS, taking account of emerging ‘TS friendly’ adaptations, attitudes to CTLLS and DTLLS, and the proposal (arising from this research) for a pre-PTLLS progression route. A review would be an opportunity to track emerging developments in delivery, for example, blended learning approaches, and to address the key issue of funding for sustained TS engagement. For example, it could incorporate an investigation by LLUK, Standards Verification UK (SVUK), LSC and other key stakeholders, of the potential to align PTLLS, and the proposed pre-PTLLS, with funding opportunities through the Foundation Learning Tier and Train to Gain.
5. It is recommended that LLUK, SVUK and other key stakeholders – including TS providers – build on emerging good practice and develop more flexible, modularised delivery models (including the possibility of Credit Accumulation and Transfer), as a means of diversifying and widening potential routes into the profession, taking account of barriers such as competing professional demands (experienced by many TS teachers), and other access issues such as dependant care responsibilities.

6. Linked to this, it is recommended that SVUK explores the possibility of greater flexibility around the five year limit on CTLLS and DTLLS (perhaps framed by specific criteria), to take account of more incremental ITT routes and the difficulties some practitioners experience in securing placements.
7. In support of this, the CETTs are encouraged to engage more pro-actively with TS providers in their areas, building on emerging good practice, and recognising TS interests across the range of Learning and Skills provision.

Supporting practice

8. There could be scope to further develop the capacity-building role currently played by non-TS bodies (such as local authorities) and TS intermediaries such as consortia, networks and substantial providers. Emerging evidence suggests they already function as an important, identifiable point of information and source of PTLLS, CPD and advice and guidance. Further consultation with these bodies is recommended to determine whether and how their role might be consolidated to meet other rising needs, for example, better IAG and help with finding 'value for money' PTLLS training.
9. Linked to this, it is recommended that LLUK, IfL and LSC consider strategies for resourcing awareness raising and support activities for TS providers. This might include specific, targeted initiatives and/or consolidating existing opportunities, for example, through consortia or the Third Sector Peer Coaching programme. It is suggested this includes some funding for materials to help providers with rising issues, for example, initial assessment, APEL, CPD management, and evaluation as part of professional formation.
10. It is recommended that TS consortia, networks and more substantial TS providers explore collaborative ways of delivering PTLLS (and possibly CTLLS) and CPD opportunities in order to simplify the professional environment, increase opportunities to share practice, and secure economies of scale.
11. It is recommended that local authority support for sub-contracted TS providers and their compliance with QTLS is encouraged through the circulation of existing good practice examples. These arrangements will be particularly important in those areas without TS consortia or suitable networks, or where those arrangements lack the capacity to take on the role. Local authority/TS partnerships of this nature have the advantage of relative stability when compared with the funding uncertainties of even the most established consortia

Further research

12. In view of the importance of Skills for Life as an area of provision for TS providers, and its wider policy significance, focused enquiries into the levels of delivery by unqualified TS staff might be fruitful. Similarly, the relatively low levels of peer support within the TS could be a second area for further research. It is suggested the primary intention in both cases should be to support practice through the development of useful resources and a better understanding of 'what works'.

13. In order to ensure the QTLS reforms do not inadvertently disadvantage any particular practitioners or groups of providers (and therefore, learners), it is recommended that the LSC, with key stakeholders – including appropriate TS providers and practitioners – assesses the impact of implementation against the commitments in the LSC’s Equality and Diversity Strategy, and that judgements about QTLS effectiveness include the Strategy’s success criteria.
14. LLUK is encouraged to examine common and complementary findings from its research projects focusing on QTLS implementation, and to consider how these might be used for maximum cross-sectoral benefit.

APPENDIX 1

Sources consulted

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Shaun Masterman (February/March 2008), 'New qualification requirements for teachers, trainers and tutors in the learning and skills sector'; Briefing 401.13, NAVCA

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Lifelong Learning UK. (2007) *Further Education Workforce Reforms*, LLUK
<http://www.lluk.org/3272.htm>

Case study sources

Workers' Educational Association (WEA)

'City and Guilds Course Book for, 2007-08'

Aim and objective cards

Learning Aims and Learning outcomes definition worksheet

'Planning your Course' handbook

Evaluation Form

'To Do before the next session' handout

WEA flyer advertising the PTLLS course

Course outline for the previous PTLLS course (November-December 2007)

Messages from learners that attended the previous (and first) PTLLS course Autumn 2007 on the "Mutual Support Group" on the internet - Collated comments.

Derbyshire Learning Development Consortium (DLDC)

‘Guidelines for your Continuing Professional Development (CPD)’
DLDC ‘Tutor Handbook’
Excalibur learning network ‘Professional Discussion Tool’
Systematic learner support (STL) handout
Learning Styles questionnaire
DLDC handout on the consortium
List of Skills for Life Professional Development Resource Centres
Brain Awareness Week literature

Gloucestershire County Council

Flyer

Preparing to Teach in the Lifelong Learning Sector (PTLLS)
Certificate to Teach in the Lifelong Learning Sector (CTLLS)
Drop-In Ruck-Ee Workshop
RARPA Roadshow
New Year New Career
Adult Education and You

Information sheet

Step by Step to the Observation and Support Process - Summary of main steps in the process
9.1 Performing Arts and 9.3 Media - Regional and National Agencies / Organisations

Internet resources

Training and support for tutors on Adult Education funded provision in Gloucestershire
Dream Team internet blog <http://aded-interest.blogspot.com/>
Useful sites and resources for supporting learners with additional needs
A CD –Rom entitled Ad-Ed Resources for Tutors
Social bookmarking network <http://del.icio.us/GillT>
Useful sites for IT tutors
Useful sites and recourses for SSA 7 – Hospitality, Catering and Retail
A range of PTLLS and CPD sheets for various subjects

Stroud Valley Project (2008), ‘Annual Report 2006-2007’, SVP

APPENDIX 2

Survey questionnaire

Assessing the impact of the new qualification requirements on the Third Sector

The LSC National Office has asked NIACE to assess the impact of the new qualifications and CPD requirements on Third Sector (TS) providers delivering LSC-funded learning programmes (either through direct contract or sub-contracting arrangements).

The project has two main objectives: first, to establish the levels of current teacher qualifications amongst TS providers; second to assess the implications for TS providers of implementing the new requirements.

We would be very grateful if you could complete the following survey in as much detail as possible. It should take about 45 minutes. All information provided will be treated confidentially.

NB – There are several terms that are widely used for staff who deliver and support teaching and learning. We have used the term ‘teaching staff’ to cover teachers, tutors, trainers, facilitators, animateurs, etc.

Please send your completed survey by post or email **by Friday 25th January 2008** to:

Anthea Rose, NIACE, 21 De Montfort Street, Leicester, LE1 7GE
anthea.rose@niace.org.uk

Section A: About you and your organisation

A.1. Your name

A.2. Your role within your organisation

A.3. Name and address of your organisation

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A.4. How would you describe your organisation? *(Please tick)*

A voluntary organisation or community group	<input type="checkbox"/>
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A registered charity	
A social enterprise or co-operative	
Other <i>(please state)</i>	

A.5. What are the main aims and activities of your organisation?

Main aims	
Main activities	

A.6. What geographical area does your organisation cover? If you are a branch of a larger organisation, please answer for your branch. *(Please tick only one)*

Local neighbourhood/community	
Town/city	
County	
England	
UK	
International	

A.7. How many employees does your organisation have in total? If you are a branch of a larger organisation, please give the approximate number of employees for the whole organisation and for your branch.

Total number of organisational employees	
Number of branch employees	

A.8. Is your organisation a learning consortium or part of one? *(Please tick only one)*

We are a consortium	
We are part of a consortium	
We are not part of a consortium	

A.9. What percentage (roughly) of your organisation's activities are teaching and learning? We use 'teaching and learning' to mean any teaching or training activity you carry out for individuals or groups who are not part of your workforce.

Percentage of activities that are teaching and learning	%
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A.10. Does your organisation target its teaching and learning activities at particular groups of learners? (e.g. refugees, homeless people, people with learning disabilities). *(Please tick)*

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

A.11. If **YES**, please state which groups:

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A.12. Which subject areas in teaching and learning does your organisation offer? *(Please tick all that apply)*

Administration	<input type="checkbox"/>
Animal welfare	<input type="checkbox"/>
Arts / cultural activities	<input type="checkbox"/>
Beauty therapy / hairdressing	<input type="checkbox"/>
Community development	<input type="checkbox"/>
Conservation / environment	<input type="checkbox"/>
Engineering / manufacturing / construction	<input type="checkbox"/>
ESOL	<input type="checkbox"/>
Family Learning / FLLN	<input type="checkbox"/>
Health / social care (inc counselling)	<input type="checkbox"/>
ICT	<input type="checkbox"/>
Languages (exc ESOL)	<input type="checkbox"/>
Learning for social justice purposes	<input type="checkbox"/>
Learning in order to deliver civic/representative roles	<input type="checkbox"/>
Literacy / numeracy	<input type="checkbox"/>
Organisational skills (eg leadership and management, trustee training)	<input type="checkbox"/>
Retailing / customer service	<input type="checkbox"/>
Sports / recreation	<input type="checkbox"/>
Teacher Training	<input type="checkbox"/>
Other <i>(please state)</i>	<input type="checkbox"/>

A.13. What funding source does your organisation receive from the LSC to deliver teaching and learning? *(Please tick all that apply)*

Further Education (FE)	
Personal Community Development Learning (PCDL)	
Work based learning (WBL)	
Family Learning / Family Literacy Language and Numeracy (FLLN)	
Neighbourhood Learning in Deprived Communities (NLDC)	
Other <i>(please state)</i>	
No LSC funding received	

A.14. Is your organisation contracted directly by the LSC, or sub-contracted by another organisation? *(Please tick)*

Contracted directly	
Sub-contracted by another organisation	
Not yet contracted by the LSC	

A.15 Do you have systems for collecting information about your staff? *(Please tick only one)*

Yes	
No	
Don't know	

A.16 If you answered **YES** to the question above (A.15), please tell us what information you collect. *(Please tick all that apply)*

Gender	
Date of birth	
Highest qualification	
Subject of highest qualification	
Main subject taught	
Teaching qualifications	
Ethnicity	
Disability	
Terms of employment	
Fraction of full-time employment	
Date of appointment	
Employment position	
Annual pay	
CPD undertaken	
Other information <i>(please state)</i>	

Section B: About your teaching staff

Note: there are several terms that are widely used for staff who deliver and support teaching and learning. We have used the term teaching staff to cover teachers, tutors, trainers, facilitators, animateurs, etc.

B.1. How many teaching staff does your organisation use?

	Number full-time	Number part-time
Permanent staff		
Fixed term staff		
Casual staff		
Teaching staff employed through an agency or other organisation (e.g. college)		
Self-employed teaching staff		
Other (<i>please state</i>)		

B.2. Which teaching qualifications do your teaching staff currently hold?

	Number of staff
Bed/BA/BSc with concurrent qualified teacher status	
Certificate of Education	
PGCE	
Level 4 FE Teaching qualification – stage 3	
Level 4 FE Teaching qualification – stage 2	
Level 4 FE Teaching qualification – stage 1	
Level 3 teaching qualification (e.g. CG 7303)	
Skills for Life Teacher/subject specialist, Level 4	
Other (<i>please state</i>)	

B.3. What levels of other qualifications do your teaching staff hold in the subjects they teach?

Highest qualification	Number of staff
Postgraduate qualification / NVQ L5	
Degree level qualification / NVQ L4	
A-level / NVQ L3	
GCSE / NVQ L2	

B.4. Would you say that teaching roles in Third Sector organisations are different in any way to those in other providers e.g. colleges? *(Please tick only one)*

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>
Don't know	<input type="checkbox"/>

B.5. If **YES** please tell us how you think the role is distinct in Third Sector organisations

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B.6. How do you usually recruit your teaching staff? *(Please tick all that apply)*

People who have participated in our training courses / other programmes, and move on to become teaching staff	<input type="checkbox"/>
Advertise in local media	<input type="checkbox"/>
Advertise in national media	<input type="checkbox"/>
Target and train people with particular skills or experience	<input type="checkbox"/>
Use community / other contacts	<input type="checkbox"/>
Other <i>(please state)</i>	<input type="checkbox"/>

B.7. What is your basis for judging applicants' suitability to teach in your organisation? *(Please tick only one)*

Only qualifications	<input type="checkbox"/>
Only experience	<input type="checkbox"/>
A combination of the two	<input type="checkbox"/>

B.8. If you use **experience**, what criteria do you use to help make sure that your judgments are objective?

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B.9. Do staff members undertake other roles to support learning within your organisation? *(Please tick only one)*

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>
Don't know	<input type="checkbox"/>

B.10. If **YES**, please tick any additional roles that apply

Mentors	<input type="checkbox"/>
Outreach development workers	<input type="checkbox"/>
Learning buddies	<input type="checkbox"/>
Other <i>(please state)</i>	<input type="checkbox"/>

Section C: About your staff training and development

C.1. Does your organisation currently support its staff to access Continual Professional Development (CPD)?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>
Don't know	<input type="checkbox"/>

C.2. If **YES**, please tell us how you do this in the grid below. *(Please tick **all** that apply and indicate which staff these are available to)*

	Available to all teaching staff	Available to full-time staff only	Available to part-time staff only
Provide training for our teaching staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Resource teaching staff to access training through other organisations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Observations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mentoring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Professional networks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Appraisal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Peer review	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Secondments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Access to materials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other (<i>please state</i>)			
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C.3. How do you **resource** your staff development arrangements?

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Section D: About the potential impact of the new requirements

D.1. Having looked at the attached briefing and, from other information you might have received, do you think you understand the new requirements? (*Please tick only one*)

I understand fully	<input type="checkbox"/>
I understand partially	<input type="checkbox"/>
I am beginning to understanding	<input type="checkbox"/>
I don't understand	<input type="checkbox"/>

D.2. Do you need more information about the new requirements?

Yes	<input type="checkbox"/>	<i>(Please state information required)</i>
No	<input type="checkbox"/>	

D.3. Are any members of your teaching staff currently training, or planning to train, for the new qualifications? (*Please tick only one*)

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>
Don't know	<input type="checkbox"/>

D.4. If **YES**, please tell us about the **training** being undertaken.

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D.5. From your current understanding of the new requirements, please estimate the **additional costs** to your organisation of complying for 2007/08 and 2008/09.

Estimated additional cost for:	Please break this cost down as much as possible
2007/08 £	
2008/09 £	

D.6. From your current understanding, what are the main **barriers** to **implementing** the new requirements?

	Implementing the teaching requirements	Continued CPD requirement
For your organisation		
For your teaching staff		
For the Third Sector (if you anticipate additional barriers to those for your organisation)		

D.7. From your current understanding, what would **help** you overcome these barriers?

D.8. Are you aware of any **support** available to your organisation, or your staff, to help implement the new requirements?

D.9. From your current understanding, what is the likely **impact** of the requirements on your learners, teaching staff, organisation and the Third Sector?

	Benefits	Disadvantages	Other consequences
Learners			
Teaching staff			
Your organisation			
The Third Sector			

Section E: Additional information

E.1. Please outline any aspects of your practice for **recruiting** and **training** your teaching staff that you would like to share.

E.2. Is there anything else about the new requirements and their implications that you would like to tell us?

E.3. Would you be prepared to undertake a follow-up telephone interview?

Yes	
No	

If **YES** please supply contact details, including the best person to talk to, a phone number and an email address

Name of contact person	
Address	
Phone number	
Email	

Thank you very much for taking the time to complete this survey

Please send your completed survey by post or email by Friday 25th January 2008 to:

Anthea Rose, NIACE, 21 De Montfort Street, Leicester, LE1 7GE
anthea.rose@niace.org.uk

APPENDIX 3

Part one: telephone interview schedule

The LSC National Office has asked NIACE to assess the impact of the new qualifications and CPD requirements on Third Sector (TS) providers delivering LSC-funded learning programmes. Programmes can be delivered either through direct contract or sub-contracting arrangements. The project has two main objectives: first, to establish the levels of current teacher qualifications amongst TS providers; second to assess the implications for TS providers of implementing the new requirements. To help us with the second objective we are talking to each of the CETTS to find out what, in relation to teaching training and CPD, the CETT is currently undertaking and their future plans for the third sector.

The phone interview should take approximately 30 minutes. All information provided during the interviews will be confidential.

Section 1 - Establishing information about you and the CETT:

- 1.1 Name of interviewee
- 1.2 Name of CETT
- 1.3 Role / position within the CETT
- 1.4 What is the geographical area covered by the CETT?
- 1.5 What is the main focus of the CETT?
- 1.6 Is there any institutional coverage i.e. WBL, FE, VCS, LA
- 1.7 How many members does the CETT have?
- 1.8 What are your roles in relation to your members?
- 1.9 How much funding was your CETT allocated? Is this ring-fenced in any way?
- 1.10 What stage is your CETT at in developing its plans for teacher training and CPD?
(**Prompt:** specific details)
- 1.11 Are there any current activities, services, materials or other outputs?
- 1.12 How, if at all, does the CETT intend to share information with its members? What systems might you put in place?
- 1.13 Have you thought about sharing information and good practice with other CETTS?
If so how might you do this?

- 1.14 Does the CETT have, or plan to have, any Quality Assurance role to play in CPD delivery? If so what might this be?
- 1.15 What information are you gathering about different types of providers within the learning and skills sector?

Section 2 - Working with the Third Sector:

- 2.1 How many of your members are Third Sector organisations? Who are they?
- 2.2 What does the term the 'Third Sector' mean to you? (**Prompt & clarification:** voluntary community sector / VCS / social enterprises / community interest companies)
- 2.3 What is your understanding of the role of the Third Sector in the delivering of teaching and learning?
- 2.4 What is your understanding of the needs of Third Sector providers in relation to teacher training and CPD?
- 2.5 What is this understanding based on and how could this be improved?
- 2.6 Do you have any plans to meet the needs of the Third Sector providers in particular in relation to teacher training and CPD?
- 2.7 What are they? (If there are **no** plans how might you do this?)
- 2.8 How will Third Sector organisations find out about your services? (**Prompt:** how will programmes be marketed / awareness raised)
- 2.9 Is there anything that would support your work (current / proposed or anticipated) with the Third Sector?
- 2.10 Is there anything else you would like to add in relation to the role of your CETT and the Third Sector in your area?

Thank you for taking the time to complete this interview

Part two: focus group framework

Opening:

Introductions – name, organisation, role

Us first, why we are there and what we are looking to get out of the day

Why they are here

What they would like to get out of the day

What, if anything, do they already know about the new requirements

Theme 1:

How will the new QTLS requirements impact on the flexibility of the teaching role in your organisation?

Prompts

- Is teaching linked to organisational themes rather than teaching in general?
- How is 'teaching' defined / viewed?
- What other types of roles do your teachers, tutors/trainers undertake in addition to teaching?

Theme 2:

How do you access training and CPD?

Prompts

- If you do not access training why not – what are the barriers?
- What would help you to access training and CPD?
- Where, if at all does mentoring fit?

Theme 3:

Are there any examples of positive support, or of third sector models, where QTLS and/or CPD are being implemented successfully?

Prompts:

- What are they?
- How are they constructed?
- What makes them successful?

Theme 4:

What are the potential benefits of QTLS and the new requirements?

Prompts:

- Will the sector become more professionalised?
- Quality of delivery
- Opportunity of staff to gain recognised qualifications? – implications of this

Part three: questions for Liverpool workshop participants

1 – What do you already know about the new requirements?

2 – What are the current qualification levels of your teaching and support staff?

3 – What is your initial reaction to the new requirements?

4 – What are the:

- Potential **barriers**
- Potential **impact**
- Potential **benefits**

4 - Any other comments